

State and Local Elected Officials Correspondence

File 07072-044/4.1.2

STATE OF ALASKA

DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES

STATEWIDE DESIGN & ENGINEERING SERVICES DIVISION
SOUTHEAST REGION PRECONSTRUCTION --
PRECONSTRUCTION

FRANK H. MURKOWSKI, GOVERNOR

6860 GLACIER HIGHWAY
JUNEAU, ALASKA 99801-7999

PHONE: (907) 465-4428
TEXT: (907) 465-4647
FAX: (907) 465-4414

January 28, 2003

The Honorable Daniel Williams
City of Saxman
Route 2, Box 1 - Saxman
Ketchikan, Alaska 99901

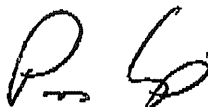
Dear Mayor Williams:

The Alaska Department of Transportation and Public Facilities in cooperation with the Federal Highway Administration (FHWA) has initiated an environmental impact statement (EIS) for the Gravina Island Bridge project. The purpose of this project is to construct a bridge or bridges between Gravina Island and Revillagigedo Island in Ketchikan Alaska.

Recent project studies have determined that some of the project alternatives may impact city services. Therefore, we are requesting you to be a Cooperating Agency. As a Cooperating Agency the City's participation would encompass those areas under your jurisdiction and may include evaluation, analysis, and/or review of the EIS and technical appendices.

We look forward to your participation on this project. If you have any questions or would like to discuss in more detail the project or the City's roles and responsibilities during the preparation of this EIS, please contact Roger Healy, Engineering Manager, at (907) 465-1821.

Sincerely,



Paz Kemp, P.E.
Preconstruction Engineer

KETCHIKAN GATEWAY BOROUGH

FILE

SUBSTITUTE RESOLUTION NO. 1702**A RESOLUTION OF THE ASSEMBLY OF THE KETCHIKAN GATEWAY BOROUGH, ALASKA, SUPPORTING THE F1 ALTERNATIVE FOR THE GRAVINA ISLAND CROSSING****RECITALS**

A. **WHEREAS** the Ketchikan Economic Development Authority through KEDA Resolution No. 02-10 has recommended the Ketchikan Gateway Borough Assembly endorse and support the F1 alternative for the Gravina Access Project; and

B. **WHEREAS** the Ketchikan Gateway Borough Assembly agrees with the findings of the Ketchikan Economic Development Authority and wishes to go on record in support of the F1 alternative; and

C. **WHEREAS**, the F1 alternative would permit relatively unrestricted use of the east channel of the Tongass Narrows and would likely have less impact on cruise ship navigation than the F3 alternative; and

D. **WHEREAS**, the construction of a hardlink access to Gravina Island and the Ketchikan Airport will provide immediate and future economic benefits to Ketchikan; and

E. **WHEREAS**, the Ketchikan Gateway Borough has previously requested this project be expedited under President Bush's Executive Order No. 13274 signed September 18, 2002.

NOW, THEREFORE, IN CONSIDERATION OF THE ABOVE FACTS, IT IS RESOLVED BY THE ASSEMBLY OF THE KETCHIKAN GATEWAY BOROUGH, ALASKA as follows:

Section 1. The Ketchikan Gateway Borough Assembly supports the F1 alternative to the Gravina Island Crossing.

Section 2. The Ketchikan Gateway Borough Assembly requests the state and federal agencies expedite the completion of the environmental and design documents as provided for under Executive Order No. 13274.

Section 3. The Borough Manager is hereby directed to advise the appropriate parties of the Assembly's support.

Section 4. This resolution is effective immediately upon adoption.

ADOPTED this 6th day of January, 2003.

RESOLUTION NO. 1702

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BOROUGH MAYOR

ATTEST:


BOROUGH CLERK

Approved as to form:


BOROUGH ATTORNEY

EFFECTIVE DATE: January 6, 2003			
ROLL CALL	YES	NO	ABSENT
BERGERON	✓		
BURTON	✓		
COOSE	✓		
LANDIS			✓
SARBER	✓		
SHAY	✓		
TIPTON	✓		
MAYOR (Tie Vote Only)			N/A
4 AFFIRMATIVE VOTES REQUIRED FOR PASSAGE			

KETCHIKAN GATEWAY BOROUGH

Office of the Borough Manager • 344 Front Street • Ketchikan, Alaska 99901

Gary Paxton
Interim Borough Manager
(907) 228-6625
Fax: (907) 247-6625
mgr@borough.ketchikan.ak.us

June 26, 2002

Roger Healy, Project Manager
Department of Transportation & Public Facilities
3132 Channel Drive
Juneau, AK 99801-7898

Dear Mr. Healy *Healy*

This letter is to confirm receipt of your recent "Addendum to the Identification of Reasonable Alternatives for Further Analysis in the Gravina Access Project NEPA Document" and to express the Ketchikan Gateway Borough's concurrence with the proposed modifications in the Addendum.

We especially applaud your efforts in following through with the recommendations of our Borough Assembly to include Alternative F1 in the mix of reasonable alternatives to be studied in the draft EIS. We are also grateful that our Alaska Congressional delegation has seen fit to increase the cost ceiling for this important project to an approximate \$225 million in order to include this alternative.

We welcome this news and we wholeheartedly concur with the Addendum. We appreciate your steadfast support of our community's efforts to realize this long-held objective.

Gary Paxton
Gary Paxton
Interim Borough Manager

c: Mayor & Assembly
Planning Director



STATE OF ALASKA

DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES

TONY KNOWLES, GOVERNOR

Southeast Region
6860 Glacier Highway
Juneau, AK 99801-7999

April 10, 2002

Gary Paxton, Interim Borough Manager
Ketchikan Gateway Borough
344 Front Street
Ketchikan, AK 99901

Subject: Gravina Access Project

Dear Mr. Paxton:

Thank you for your letter of March 20, 2002, outlining the Ketchikan Gateway Borough Assembly's support for bridge access to Gravina Island, specifically for a Pennock Island alternative. We appreciate your identification of issues associated with Alternative F3 and your recommendations for improvements or studies to address these issues. Thank you also for including the Planning Commission/Platting Board's resolution (no. 2767A) identifying its recommended alternatives, and the Ketchikan Economic Development Authority's resolution (no. 02-01) recommending additional studies. We have given this and other input such as the City of Saxman resolution careful consideration. We are pleased with the level of community dialogue that has been generated since the January announcement identifying Alternative F3, the Pennock Island crossing, as the Department of Transportation and Public Facilities' recommended alternative for the Gravina Access Project.

Over the last several weeks, the DOT&PF has carefully reviewed input from the Ketchikan and Saxman communities, local agencies, state and federal resource agencies, the U.S. Coast Guard, marine pilots, tug operators, floatplane pilots, cruise ship operators, and other parties concerning the reasonable alternatives for improving access to Gravina Island. Similar to your recommendations and the recommendations of the Ketchikan Economic Development Authority, many have asked that we reconsider Alternative F1, a Pennock Island crossing with a high bridge over the east channel, as a reasonable alternative.¹ In light of the comments we've received, the DOT&PF has consented to initiate the process to gain agency concurrence to analyze Alternative F1 as one of the reasonable alternatives in the draft environmental impact statement (EIS).

The comments we have heard about the different alternatives have influenced the additional work we are proposing over the next few months. We are currently developing scenarios to assess the potential affect of each of the alternatives on cruise ship navigation in Tongass

¹ Alternative F1 was previously eliminated from the list of reasonable alternatives because it did not meet the lifecycle cost requirements established by DOT&PF.

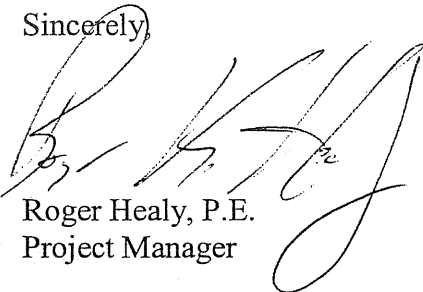
Narrows. This work will be conducted at a facility under contract to the State of Alaska that has many of the characteristics of Tongass Narrows already modeled. Cruise lines and marine pilots are being solicited to participate in the simulation exercise.

We are also looking closer at the potential economic impacts and the likely secondary and cumulative impacts that could result. Economic analysis will consider impacts to different sectors of the community from each of the alternatives, particularly the tourism industry in Ketchikan and Saxman. In addition, we will investigate potential impacts to cultural sites and how the alternatives may impact local traffic.

Because we wish to announce in the community our plans for continued work soon, Mark Dalton (HDR Alaska Project Manager) and I plan to attend the next meeting of the Ketchikan Economic Development Authority on April 11. At this meeting we hope to outline the next steps that will be taken toward identification of a preferred alternative and other aspects of the Draft EIS, including additional technical studies required to evaluate Alternative F1 and the other alternatives. At that time, we hope to make clear our intent for future activities about the project and additional opportunities for public input into the decision-making process. Once we have secured agency concurrence, we will announce to the community the intent to consider Alternative F1 as a reasonable alternative. We hope this announcement will continue to promote a healthy community dialogue on the Gravina Access Project alternatives.

We continue to welcome any comments you have about the Gravina Access Project and thank you again for providing valuable input from the borough.

Sincerely,

A handwritten signature in black ink, appearing to read 'R. Healy', is written over the typed name and title.

Roger Healy, P.E.
Project Manager

Cf: Mark Dalton, HDR Alaska

STATE OF ALASKA

DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES

DESIGN & ENGINEERING SERVICES DIVISION
SOUTHEAST REGION - DESIGN

TONY KNOWLES, GOVERNOR

6860 GLACIER HIGHWAY
JUNEAU, AK 99801-7999

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July 19, 2001

Re: Gravina Access Project
Project No. 67698

Georgianna Zimmerle, Borough Manager
Ketchikan Gateway Borough
344 Front Street
Ketchikan, Alaska 99901

Dear Ms. Zimmerle:

Thank you for your June 6th letter. I apologize for the late response. HDR and myself have been trying to outline the schedule for upcoming project milestones, and I wanted to forward those in this letter.

Vacant Land Status Work

I am initiating an amendment with HDR, Inc. to provide additional information to supplement the July 2000 Existing Land Use Technical Memorandum into a series of maps. These maps will identify characteristics of vacant industrial and commercial land, and will be available for public presentation.

The vacant land status work will be confined to Revilla, generally between the northern and southern termini of Tongass Highway, but some outlying parcels may be included if warranted. HDR will take existing zoning and parcel maps and overlay contour and wetlands information onto the base mapping. HDR, in cooperation with Borough Planning staff, will screen this information to identify parcels that are steeper than a given slope (i.e., >20% slope), and are constrained due to wetlands. Vacant industrial and commercially zoned parcels will be identified from existing Borough CAD mapping. HDR, in consultation with the Borough staff, will establish a minimum parcel size (say, 5 acres for industrial and 3 acres for commercial) for identification on the map. Finally, HDR will overlay the existing road, sewer, water, and electrical infrastructures. Summary data can be presented with the mapping to allow the viewer to draw conclusions regarding the amount of land considered available for development. Intra-parcel analysis on privately owned land will be very limited, such as a parcel substantially larger than 5 acres which may contain some portions of varying degrees of development potential.

The intent of this work is to present a graphic view of vacant land parcels on Revilla Island, and show its general suitability for development. This analysis is intended to supplement the earlier effort. HDR's analysis will not make a conclusive determination on whether a parcel is developable or not. Whether a landowner can develop a specific parcel is subject to a variety of political and economic choices that is beyond the scope of this project. For example, some may consider a steep sloped parcel to be unsuitable for development, however others may see a "temporary" quarry site and future industrial or residential site. Neighborhood concerns about adjacent development are difficult to anticipate and can also substantially alter a site's development potential.

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I expect these extra services to cost approximately \$15,000. The funds will come from the Gravina Access Project.

We agree that a more concise presentation of vacant land status information will help educate the public and their elected officials in their upcoming decisions on the Gravina Access Project as well as the Gravina Development Plan. I think this work will do that. However, looking for conclusions or justifications for the GAP and the Gravina Development Plan in this information is difficult. Depending upon one's personal view of Ketchikan's growth potential, it is my belief that one can draw completely opposite conclusions regarding the need for Gravina development from the same information. For more than 25 years, Ketchikan leaders have voiced support for better access to Gravina Island. I do not want to supplant that longstanding community support with an elusive search for justification in a subject that is hard to model or predict.

Schedule

The Alaska Department of Transportation and Public Facilities (DOT & PF) will be initiating another community discussion on the Gravina Island Access in mid-September. The intent of this two or three month discussion will be to obtain a "community-preferred" crossing alternative. Our tentative schedule is as follows:

Project Development Team (PDT)	September 17 th
Presentation of Reports and DOT Recommendation	
To Ketchikan Borough Assembly	October 15 th
Public/Joint Assemblies Informational Meeting (#1)	late-October
Public/Joint Assemblies Discussion Meeting (#2)	early-November
* Borough Assembly Resolution identifying	
"Community Preferred Alternative"	2 nd November Meeting

I have not addressed the integration of the Ketchikan Gateway Borough Planning Commission in this schedule. I would like to discuss this with you on my next Ketchikan trip, probably in early August. During the previous process, the Planning Commission provided a first analysis and recommendation to the Borough Assembly. We could do this again; we could run concurrent meetings with the Commission; or the members may attend the planned October meetings. The project needs a full public process, but I do not want to promote a perception of governmental redundancy or of pitting political bodies against one another. I am open to your suggestions.

Gravina Island Development Plan (GIP)

The Department's understanding has been that the Gravina Island Development Plan will provide the Ketchikan community's vision for the development of Gravina Island. In project terms, the GIP will also provide the basis for the analysis of secondary and cumulative impacts in the Environmental Impact Statement. The GIP is a central component to the Gravina project. Without it, the EIS will speculate on the amount of Gravina development. The writers would typically err on the conservative side, thereby implying more impacts and more mitigation measures than realistically warranted. We have tried to avoid this scenario since project inception.

The project's purpose and need states:

".....to provide the Ketchikan Gateway Borough and its residents more reliable, efficient, convenient, and cost-effective access for vehicles, bicycles, and pedestrians to Borough lands and other developable or recreation lands on Gravina Island in support of the *Borough's adopted land use plans*...." (emphasis added).

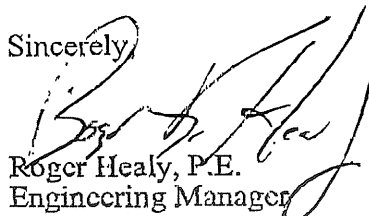
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DOT & PF encourages the Planning Department to move the GIP to completion. Based on the above schedule, HDR will be writing the Preliminary Draft Environmental Impact Statement (PDEIS) in December and distributing it to federal and state agencies in late January. The PDEIS will identify a preferred alternative. To effectively comment on the PDEIS, the agencies must have the adopted land use plans available at the time of PDEIS distribution – as an appendix. DOT & PF will not distribute the PDEIS to the agencies until the GIP's adoption.

Knowing the busy schedule of the Planning Commission and Borough Assembly combined with the logistics of pushing a potentially divisive planning issue through, I am worried about the GIP being available for the PDEIS. If the Borough Assembly adopts the plan by December 2001, I do not foresee a problem. If not, we will either wait for its adoption before issuing the PDEIS, or issue the PDEIS and run the risk of the agencies stating that their review process should be on hold until it's adoption. This would be a tough argument to refute given the purpose and need language.

I will let you know of my next visit to Ketchikan, so that we may discuss details. If you have any questions in the meantime, please don't hesitate to contact me at 465-1821.

Sincerely,



Roger Healy, P.E.
Engineering Manager

KETCHIKAN GATEWAY BOROUGH

Office of the Borough Manager • 344 Front Street • Ketchikan, Alaska 99901

Gary Paxton
Interim Borough Manager
(907) 228-6625
Fax: (907) 247-6625
mgr@borough.ketchikan.ak.us

March 20, 2002

Roger Healy
DOT/PF
6860 Glacier Highway
Juneau, AK 99801-7999

RE: GRAVINA ACCESS

The purpose of this letter is to confirm the Ketchikan Gateway Borough Assembly's support for a bridge to Gravina Island and, specifically, for a Pennock Island crossing.

In recent weeks there has been considerable public discussion regarding DOT/PF's recommended alternative, as well as all remaining alternatives under study. The benefits and impacts of each alternative are now becoming better understood. In further consideration of new information, the Borough Assembly has found that a Pennock crossing is the most desirable for numerous reasons:

- ◆ meets the project's purpose and need;
- ◆ provides more convenient and reliable access to Gravina than the ferry alternatives;
- ◆ allows passage of major cruise ships, thereby maintaining this important industry;
- ◆ more safely accommodates float plane traffic than bridge alternatives near the airport;
- ◆ does not penetrate the airport's protected air space;
- ◆ produces less impact to airport facilities and operations than other bridge alternatives;
- ◆ presents less technically challenging structures than other bridge alternatives; and
- ◆ consistent with the Borough's 1996 Comprehensive Plan.

Several issues associated with the recommended alternative (F3) have been raised. These include:

- ◆ increased navigational risk associated with restriction of travel on the east channel;
- ◆ economic costs associated with these risks (potential reduction in cruise ship stops and less time in port);
- ◆ loss of certain development opportunities for the City of Saxman caused by the low east channel bridge immediately north of that city;
- ◆ increased traffic through the City core; and
- ◆ consensus of the marine pilots, tug operators and air taxi operators is that C3(a), C4 and F1 are their preferred alternatives (in that order)

The Borough Assembly recognizes that additional EIS studies are to be carried out to better document the extent and seriousness of these issues. The Assembly urges DOT/PF to consider all possible improvements that will alleviate these issues once they are better understood. These

Gravina Access

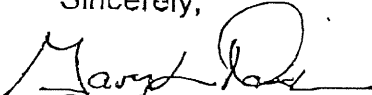
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March 20, 2002

improvements might include, but are not limited to, removal of navigational hazards to improve sea-going traffic; and increase in the height of the east channel bridge to enable larger vessels to use that waterway; and street or routing improvements to reduce traffic congestion in the downtown core.

The Assembly appreciates your steadfast support of our community's efforts to realize our long-held objective to improve access to Gravina Island. I have also enclosed copies of recent resolutions from the Ketchikan Economic Development Authority and the Ketchikan Gateway Borough Planning Commission regarding the Gravina Access Project.

Sincerely,



Gary L. Paxton

Interim Borough Manager

c: Mayor and Assembly
Ed Fisher, Chair, KEDA Board
Charles Arteaga, Chair, Planning Commission

encl: Resolution No. 02-01 of the Ketchikan Economic Development Authority
Resolution No. 2767A of the Ketchikan Gateway Borough Planning Commission

KETCHIKAN GATEWAY BOROUGH

PLANNING COMMISSION/PLATTING BOARD

RESOLUTION NO. 2767A

A RESOLUTION OF THE KETCHIKAN GATEWAY BOROUGH PLANNING COMMISSION/PLATTING BOARD RECOMMENDING TO THE KETCHIKAN GATEWAY BOROUGH ASSEMBLY RECOMMENDED ALTERNATIVES FOR THE GRAVINA ACCESS PROJECT**FINDINGS**

1. The State of Alaska Department of Transportation and Public Facilities (ADOT/PF), along with its consultant HDR Alaska, Inc., (HDR), is preparing an Environmental Impact Statement (EIS) to study the impacts associated with improving access to Gravina Island consistent with the requirements of the National Environmental Policy Act (NEPA).
2. In January, 2002, ADOT/PF published a comprehensive Alternatives Evaluation which provides preliminary technical analysis of the various alternatives and their respective impacts.
3. In January, 2002, ADOT/PF announced its preference of bridge alternative F3 to improve access to Gravina Island via a low bridge connecting Revillagigedo Island to Pennock Island and a high bridge connecting Pennock Island to Gravina Island.
4. It is in the community's best interest to consider the technical Alternatives Evaluation at this time in order to identify the scope of additional environmental analysis that will be prepared and presented in the Draft Environmental Impact Statement.
5. Agreement upon a recommended alternative will help to focus the in-depth alternatives analysis anticipated during preparation of the Draft Environmental Impact Statement.
6. The Ketchikan Gateway Borough Planning Commission and Platting Board convened at a special meeting on February 26, 2002 for the purpose of reviewing the technical documents and taking public comment thereon.
7. The Ketchikan Gateway Borough Planning Commission and Platting Board, at their regular meeting of March 12, 2002, further considered the technical studies and solicited additional public input. As a result the Commission established the following findings as the basis for its recommendation to the Borough Assembly regarding a recommended Gravina access alternative:
8. The F-3 alternative does not provide for reasonable navigational needs.
9. The crossing point on alternative F-3 is not central to Ketchikan's population center.

RESOLUTION NO. 2767A

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10. With the F-3 alternative traffic would be routed through the downtown core.
11. With the F-3 alternative cruise ships would be directed through the West Channel.
12. With the F-3 alternative cruise ship maneuvers through the West Channel to the city docks are more inconvenient and riskier than current East Channel Maneuvers.
13. With the F-3 alternative some cruise ships have expressed reservations about calling in Ketchikan through the West Channel.
14. With the F-3 alternative there is potential of an annual reduction in cruise-related spending because of reduced cruise ship calls.
15. The purpose of the Gravina Access Project is to improve surface transportation between Revillagigedo Island and Gravina Island. The need for improving access is three-fold.
 1. To improve the convenience and reliability of access to Ketchikan International Airport for passengers, airport tenants, emergency personnel and equipment, and shipment of freight.
 2. To provide the Ketchikan Gateway Borough and its residents more reliable, efficient, convenient, and cost-effective access for vehicles, bicycles, and pedestrians to borough lands and other developable or recreation lands on Gravina Island in support of the Borough's adopted land use plans.
 3. To promote environmentally sound, planned long-term economic development on Gravina Island.
16. Alternatives C-3, C-4, G-4 and the no action alternatives more closely meet the project purpose and needs.

NOW, THEREFORE, IN CONSIDERATION OF THE ABOVE FINDINGS, IT IS RESOLVED BY THE PLANNING COMMISSION/PLATTING BOARD OF THE KETCHIKAN GATEWAY BOROUGH, ALASKA, as follows:

SECTION 1: The following Gravina Access alternatives should be removed from further consideration and analysis in the NEPA process:

1. Alternative A: High-Level Bridge - Refuge Cove Area
2. Alternative B: High-Level Bridge - Peninsula Point Area
3. Alternative C1: High-Level Bridge - Airport Area North
4. Alternative C2: High-Level Bridge - Airport Area South
5. Alternative D1: Low-Level Bridge - Airport Area
6. Alternative D2: Low-Level Bridge - Airport Area
7. Alternative E: Tunnel - Jefferson Street
8. Alternative E2: Tunnel - Airport Area
9. Alternative F1: High-Level Bridge/Low-Level West Bridge Pennock Island

RESOLUTION NO. 2767A

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10. Alternative F1: High-Level Cable Stayed Bridge Over East Channel Pennock
 11. Alternative F2: Tunnel Under East Channel - Pennock Island
 12. Alternative F3: High-Level Bridge Over West Channel Pennock Island
 13. Alternative G1: Ferry - Refuge Cove
 14. Alternative G2: Ferry - Peninsula Point
 15. Alternative G3: Ferry - Downtown
- The Planning Commission recommends to the Borough Assembly that the following Gravina Access Alternatives should be considered and analyzed in the NEPA process

SECTION 2: The Planning Commission recommends to the Borough Assembly that the following Gravina Access Alternatives be selected as the recommended alternatives and that the recommendation be forwarded to ADOT/PF for their consideration:

1. Alternative C3: Modified High-Level Bridge - Airport Area to Signal Road
2. Alternative C4: Modified High-Level Bridge - Airport Area to Cambria Drive
3. Alternative G4: Ferry - Expanded Existing
4. No Action Alternative

PASSED AND ADOPTED this 12th day of March, 2002.


Charles Arteaga, Chairman
Planning Commission

ATTEST: 
Tamela McColley, Planning and Zoning Secretary
Ketchikan Gateway Borough

EFFECTIVE DATE: March 12, 2002			
	Yes	No	Absent
DEAL			X
REESER	X		
HEISER	X		
LANDIS			X
ARTEAGA	X		
MILLARD	X		
KELLY	X		
4 AFFIRMATIVE VOTES REQUIRED FOR CONDITIONAL USE PERMIT PASSAGE			

KETCHIKAN GATEWAY BOROUGH
KETCHIKAN ECONOMIC DEVELOPMENT AUTHORITY
BOARD OF DIRECTORS

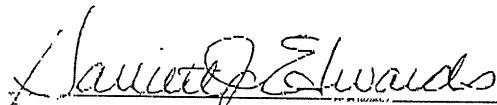
RESOLUTION NO. 02-01

On motion duly made and seconded, it was resolved that the Ketchikan Economic Development Authority Board of Directors recommends the following:

1. The Ketchikan Gateway Borough Assembly should endorse the concept of a Pennock Island Crossing from Revillagigedo Island to Gravina Island.
2. The Ketchikan Gateway Borough Assembly should tentatively endorse the F3 alternative.
3. The Ketchikan Gateway Borough Assembly should recommend the early completion of the planned navigation simulation studies including a study of the F1 alternative.
4. The Ketchikan Gateway Borough Assembly should encourage the State of Alaska DOT/PF to begin the preparation of the Draft EIS immediately.
5. The Ketchikan Gateway Borough Assembly should insist that the State of Alaska DOT/PF reinstate the F1 alternative as one of those to be studied in the EIS process and bring the technical studies of F1 to a par with F3 as soon as possible.
6. The Ketchikan Gateway Borough Assembly should advise the State of Alaska DOT/PF that: should the simulation studies result in a determination that the F3 alternative presents a significant safety risk; or would cause a significant negative economic impact on the Ketchikan economy; or if any regulatory agency fails to approve this alternative the State of Alaska DOT/PF should pursue the F1 alternative.
7. The Ketchikan Gateway Borough Assembly should recommend that DOT/PF include cost estimates and recommendations for removal or mitigation of hazards to navigation within the Ketchikan harbor and the west channel as a part of the Draft EIS.

CERTIFICATION

I hereby certify that the foregoing is a true and correct copy of a resolution duly passed at a regular meeting of the Ketchikan Economic Development Authority Board of Directors held on March 14, 2002.


Secretary

STATE OF ALASKA

DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES SOUTHEAST REGION

TONY KNOWLES, GOVERNOR

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JUNEAU, AK 99801-7999

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October 30, 2002

The Honorable Bill Williams
50 Front Street, Suite 203
Ketchikan, AK 99901

Dear Representative Williams,

On October 21 your aide, Randy Ruaro, sent an email to Roger Healy regarding the Gravina Access Project. I believe it best to respond each of the questions directly to you. Our answers follow each of the questions:

1. *Has DOT followed the recommendations from the last discussion with Bob Doll and Bill regarding contact and input from any tribes, namely Saxman, on the project? If so, what contacts have been made, and what input has taken place on the part of any tribes? It seems such contacts are also required by DOT policy and procedure number 01.03.010.*

Public involvement has had a commitment to native groups via a number of public forums and meetings. Here is a listing of the scoping/public participation events we held for this project:

- 11-04-99: Project Development Team (PDT) meeting in Ketchikan (with teleconference links to Juneau and Anchorage)
- 12-14-99: PDT meeting in Ketchikan (with teleconference links to Juneau and Anchorage)
- 01-11-00: PDT meeting in Ketchikan (with teleconference links to Juneau and Anchorage)
- 01-26-00: PDT meeting in Ketchikan (with teleconference links to Juneau and Anchorage)
- 01-27-00: Public meetings to present project alternatives (11:00 a.m. and 5:00 p.m.)
- 04-11-00: PDT meeting in Ketchikan at the Ted Ferry Civic Center, 2:00 to 4:00 p.m. (with teleconference links to Juneau and Anchorage)
- 04-12-00: Two public meetings re project alternatives (11:00 a.m. and 5:00 p.m.)
- 04-13-00: Presentation to City of Saxman and Saxman IRA Council, including subsistence and other traditional activities on Pennock and Gravina Islands
- 05-16-00: PDT meeting in Ketchikan (with teleconference links to Juneau and Anchorage)
- 08-03-00: PDT meeting (with teleconference links to Anchorage, Juneau, Portland, and Seattle)
- 12-12-00: PDT meeting (with teleconference links to Anchorage, Juneau, and Portland)

- 02-08-02: Joint meeting with Saxman City Council, Saxman IRA Council, and the Cape Fox Corporation Board (at Saxman City Hall)
- 02-11-02: Open house public meeting
- 02-08-02: Cape Fox Corporation chief executive officer, Saxman Mayor, and a marine pilot
- 03-06-02: PDT meeting (with teleconferences in Anchorage and Seattle)
- 03-06-02: Meeting with elected officials at Ted Ferry Civic Center
- 07-12-02: Meeting with City of Saxman and Cape Fox Corporation
- 09-26-02: Open House at the Ketchikan Project Office
- 09-26-02: Ketchikan Economic Development Authority meeting
- 09-23-02-09-30-02: Ketchikan Project Office Open
- 10-15-02-10-17-02: Ketchikan Project Office Open

The majority of our public involvement took place prior to the issuance of Policy and Procedure 01.03.010 on March 18, 2002. Saxman IRA and Ketchikan Indian Corporation are both represented on the PDT.

2. *Has DOT received all documents it needs from the Ketchikan Gateway Borough Planning and Zoning department? If not, what is left to acquire and who is working on providing it?*

The planning documents KGB produced are adequate for the draft EIS. According to the project's purpose and need statement, there is a reference to the Borough's "adopted land use plans." The Gravina Development plans are in draft stage and have not been adopted by the Assembly. We don't believe this will affect agency review of the DEIS, but the plans should be adopted as soon as possible.

3. *Has DOT failed to renew the federal and state agency cooperating agreement? If so, has this action resulted in an increase or decrease in the timetable for getting this project moving?*

We did not renew our merger agreement with the agencies. This decision will decrease the time necessary to move the project to construction.

4. *What studies remain to be done? When will the results of the testing done in Florida be released? Are there any other tests that DOT plans to enter into agreements with private parties to keep secret?*

We are finishing the economic studies, geotechnical studies, traffic studies, and navigational studies. The results of the modeling performed at the Star Center will be released to the agencies sometime in January. Release to the public will be a function of the agency reviews.

Nothing will be kept secret. The NEPA process requires the state agency to keep draft studies and reports confidential until release to the public. In the case of the Navigational studies, we did agree to release the information to the USCG and pilots once the report was completed to our satisfaction. To fully satisfy the question from your office: no, there are no other plans for "secret" agreements.

5. *Is HDR and Mark Dalton adequately performing their jobs? If they are, why isn't the project moving? If they aren't do they need to hire more people to get this project moving and if so, why aren't they hiring more people to get the draft EIS out?*

Yes. The project is "moving." Publishing the draft EIS does not require hiring more people.

This is a difficult project and a contentious community issue. Different groups within the community have requested a host of analyses and studies. It takes time to weigh the requests, decide if they are necessary for inclusion within the EIS, initiate the technical studies, and analyze the results. The national median time period to complete a "typical" EIS (with studies) is 5 years, if things go well. Recent statistics show that the median time period for a major highway project to go from planning to completion is 13 years. The major reasons for EIS's to take that amount of time are the result of statutory environmental requirements and the myriad of coordination/public involvement requests. Considering that HDR's contract to initiate planning and environmental work was signed in July 1999, HDR is performing very well under the circumstances of this project.

6. *Does HDR need to subcontract some of the work needed to complete the Draft EIS to outside contractors in order to get it done faster?*

No. Most of the technical studies have already been completed by subconsultants.

7. *What is the current timetable to get the draft EIS out and how far behind schedule is this timeline compared to initial estimates?*

The current schedule for the publication and distribution of the Draft EIS is January, 2003. However, this is dependent upon quick agency (USACOE, USCG, FAA, etc.) review and response.

At the time the consultant contract was signed, we set a date two years later, July 2001, for distribution of a draft EIS. Subsequently, we received considerable public involvement during the alternatives reduction stages. The result is that we did not get to the "range of alternatives" stage until October 2000. Our investigation of the economic impacts, the simulations conducted in Dania, Florida, the addition of the "F1" alternative, traffic studies, and delays in obtaining the Borough's plans for development of Gravina have required additional time.

8. *Did the testing confirm the USCG's May 2000, determination that F-3 does not meet the reasonable needs of navigation such that it would not be issued a permit?*

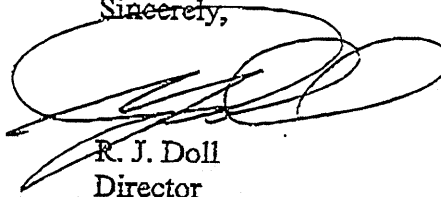
No. The USCG will need to evaluate the information during the Draft EIS review and inform us whether alternative F-3 is permissible.

I know residents of Ketchikan are anxious for us to publish and distribute the draft EIS as soon as possible and we are working very hard to do so. However, it is vitally important that we produce an accurate and legally defensible document that will withstand the scrutiny it is certain to attract. A superficial EIS, vulnerable to questioning and attack, is not in the interest of the community nor the

October 30, 2002

state or federal agencies involved. We are devoting considerable talent, energy and dollars in an effort to develop a successful project and I am confident we will attain that goal.

Sincerely,

A handwritten signature in black ink, appearing to be "R. J. Doll", written over a large, loopy oval shape.

R. J. Doll
Director

Cc: Joseph L. Perkins, P.E.
Pat Kemp, P.E.

REPRESENTATIVE
BILL WILLIAMS
Co-Chair
(907) 465-3424
Fax: (907) 465-3793

INTERIM ADDRESS
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Alaska State Legislature
House Finance Committee



State Capitol, Juneau, Alaska 99801-1182

REPRESENTATIVE
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August 11, 2002


Robert J. Doll
Regional Director, S.E. Region
State of Alaska - Department of Transportation
6860 Glacier Highway
Juneau, Alaska 99801-7999

Dear Bob:

Enclosed for your review is an article from Iowa's DOT website. The article describes Section 106 of the National Historic Preservation Act. (NHPA) This section and the regulations enacting it, require agencies to consult with tribes that currently reside or have ancestral history in a project area. I suggest DOT review the article and Section 106 of NHPA in regards to the Gravina Island Bridge project to avoid delays further down the schedule of the project.

Sincerely,


Representative Bill Williams


8/15/02 ✓ ROUSON
CC ✓ ROUSON

Alaska State Legislature

Co-Chair
House Finance Committee
Subcommittee Chair
Environmental Conservation
Courts



During Session:
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Representative William K. Williams

April 26, 2002

Mr. Roger Healy, P.E.
DOT & PF - Project Manager
6860 Glacier Highway
Juneau, Alaska 99801-7999

Dear Roger:

Please let me know if you received my previous letter. That letter requested my office be copied with the letter from DOT to the resource agencies asking for their evaluation of F-1 as a "build" alternative.

I am also concerned about DOT and the Coast Guard and the Army Corps of Engineers communicate and work together. As you know, the Coast Guard determined it would not issue a permit for the F-3 option as far back as May, 2000. Apparently there was a breakdown in communications between DOT and the Coast Guard since DOT proceeded to include F-3 as a "build" alternative.

Please advise if DOT has entered into "Working Agreements" with the Coast Guard and the Army Corps of Engineers. As you know, both of these federal agencies will have to issue their own permits for the project. The Coast Guard has to issue a permit stating the reasonable needs of navigation are not affected by the project and the Army Corps of Engineers has to issue a permit to allow wetlands to be filled and built upon.

The State of Washington DOT uses a "Working Agreement" in the form attached to this letter. These "Working Agreements" streamline the permit process and make earlier involvement of agencies like the Coast Guard and the Army Corps of Engineers in Alaska DOT projects possible. This should save money and time for all the parties involved in this project. I would like you to brief my staff on the status of this project before May 2, 2002.

Roger, this is a very important project for Ketchikan. I am very interested in seeing the project move forward in a timely manner.

Sincerely,

A handwritten signature in black ink, appearing to read "W. K. Williams".
Representative Bill Williams

KETCHIKAN GATEWAY BOROUGH

Department of Planning and Community Development
344 Front Street Ketchikan, Alaska 99901

Susan Dickinson, Director
Phone: 228-6641 Fax: 247-8439

MEMORANDUM

TO: Members of the Planning Commission

THRU: Susan Dickinson, Planning Director *Susan*

FROM: Stephen Reeve, Principal Planner *SR*
John Hill, Associate Planner *JH*

SUBJECT: Alternatives for Access to Gravina Island

DATE: September 6, 2000 At the special meeting of August 29, Planning Commissioners tentatively reached a recommended set of Gravina Island access alternatives that merited further study by the Alaska Department of Transportation and Public Facilities (ADOT/PF). The Planning Commission also directed staff to prepare some additional information regarding the various ferry options, local project costs, ADOT/PF's funding and maintenance position, and a method to arrive at a Commission recommendation that could be forwarded to the Borough Assembly.

Separate memoranda and presentations regarding the various ferry options and local project costs will be provided at the Commission meeting. Staff has prepared a motion and Resolution which provides possible findings for a Commission recommendation to the Assembly with separate sections to include alternatives for further study and to remove alternatives from the list. Regarding ADOT/PF's funding and maintenance position, staff received the attached memo from HDR on September 5. The memo, with concurrence from ADOT/PF Commission Joseph Perkins, proposes a \$150 million limit on any alternative's construction and life cycle costs. This limit results in advancing eight alternatives for further study including High Level Bridge Alternatives C3 and C4, Low Bridge Alternative D1, and Ferry Alternatives G1, G2, G3, and G4.

Since the August Planning Commission meeting, staff has continued to review the alternatives and has concluded that the Planning Commission may wish to revisit its recommendation and consider the addition of one alternative.

A principal factor considered in previously narrowing the list of 19 alternatives was the 50-year life cycle cost ceiling announced by ADOT/PF. That ceiling has been set at \$150 million, as referenced above in the attached memo.

Staff has, however, identified one Pennock option that exceeds this ceiling but may deserve inclusion in the list of alternatives that merit further study by ADOT/PF. That alternative is F-3, the low-level east channel/high-level west channel bridge via Pennock

Island. This option exceeds the ceiling (estimated cost: \$182 million) but may have enough benefits to warrant being included in the list that is to receive further study.

There are four potential advantages this option offers:

- It would provide access to a substantial amount of Borough and private lands south of the airport and on Pennock Island (a stated project purpose and need);
- It would place the bridge structures in locations that have less impact on float plane and airport operations than most other bridge alternatives;
- It would enable large vessels to continue to traverse Tongass Narrows (via the west channel); and
- It would have less impact on the availability of developable lands adjacent to the airport than other bridge options recommended for additional study

However, in addition to exceeding the cost ceiling, this option presents some other serious issues:

- It would impact a neighborhood (Pennock Island) whose residents have often stated an opposition to a bridge route across the island and would also impact the neighborhood of Clam Cove on Gravina Island;
- It might exacerbate traffic in the downtown unless provision is made for construction of that portion of the secondary route from the Third Avenue Extension to the bridge head; and
- It would increase the difficulty of maneuvering large vessels (especially cruise ships) in and out of berthing facilities.

All bridge options introduce a number of compromises and this option is no exception. When each of the final options are subjected to thorough cost/benefit analyses, however, this option may compare more favorably than some others. In addition, more thorough study of possible traffic impacts would be necessary to draw conclusions about the level of traffic impacts the alternative could present. In order to be assured that all viable options are included in the list of "finalists" that potentially serve our community's evolving understanding of how Gravina (and Pennock) Island should develop, the Planning Commission may wish to reconsider adding Option F-3 to the list of those to receive further analysis.

C: Planning Director
Borough Manager

Attachment:

ADOT/PF Memorandum of August 29, 2000 regarding Gravina Island Access.

GAP



KETCHIKAN GATEWAY BOROUGH

Department of Planning and Community Development
344 Front Street Ketchikan, Alaska 99901

Susan Dickinson, Director
Phone: 228-6621 Fax: 247-8439

MEMORANDUM

TO: Mayor Jack Shay and Members of the Borough Assembly
Mayor Dan Williams and Members of the Saxman City Council
Mayor Bob Weinstein and Members of the Ketchikan City Council
THRU: Georgianna Zimmerle, Borough Manager
THRU: Susan Dickinson, Planning Director
FROM: Stephen Reeve, Principal Planner and John Hill, Associate Planner
SUBJECT: Narrowing the Alternatives for Access to Gravina Island
DATE: October 10, 2000

Nineteen alternatives for access to Gravina Island have been the subject of community discussions and of analyses by the Alaska Department of Transportation & Public Facilities (ADOT/PF) and HDR-Alaska, Consultants since April, 2000. It is now essential to reduce the number of alternatives. By focussing attention on a few alternatives, ADOT/PF and HDR will be able to invest resources into more careful analysis of those few alternatives that represent the most feasible and logical solutions. This will also enable the community to more fully discuss the choices and make recommendations as to the best alternative.

At your joint work session on October 17, 2000, you will hear public comment on how to narrow options, you will have the opportunity to question and hear from Borough staff and from representatives of ADOT/PF and HDR, and you will benefit from joint discussion with the elected leaders from all local political jurisdictions. It will then be important to determine which of the nineteen alternatives are not reasonable and should be dropped from further consideration in order to facilitate a more comprehensive and careful analysis of the remaining "lead" alternatives. It will not be to debate whether a "hard link" is necessary nor to reach some conclusion as to a preferred alternative.

Upon concluding how best to narrow the field of options, several courses of action are possible. As a Borough Assembly work session, no formal action may be taken, however, the Assembly may wish to direct staff to prepare findings in the form of a recommendation to the ADOT/PF. Similarly, the Ketchikan City Council and Saxman City Council may wish to provide advice to the Borough Assembly at this joint meeting in order to reach a community-wide recommendation or, alternatively, they may wish to prepare their own independent findings and recommendations.

The purpose of this staff report and the attached tabbed materials are to assist your three bodies to reach decisions and prepare a recommendations to the ADOT/PF by: 1) providing the staff's perspective on the analytical work to date; and 2) providing the Planning Commission's position on narrowing the field of options. While not all information is in place and important policy calls have yet to be resolved with respect to

investment ceilings, project financing and maintenance responsibilities, enough is known to begin the necessary step of withdrawing alternatives from the list for further study.

You will find attached several important background documents:

1. Planning Commission agenda statements, minutes and Resolution No. 2631;
2. Scoping Summary Report, June, 2000 supplement;
3. Alternative Cost Summary and Local Cost Estimates;
4. Comparison of Practicable Alternatives, July, 2000;
5. ADOT/PF Memorandum regarding cost ceilings;
6. Public Correspondence;
7. Newspaper Insert; and
8. Alternatives Map, May, 2000.

INITIAL PLANNING DEPARTMENT CONCLUSIONS

Within Attachment 1, an August 24th memorandum from the Planning Department to the Planning Commission outlines suggestions for narrowing the field of access options and provides a summary of the analyses carried out to date of the nineteen alternatives. These analyses have included cost, travel times, convenience of access, marine transportation and aviation impacts, etc. In addition, a policy guideline was issued by ADOT/PF (see Attachment 5: August 29th ADOT/PF internal memorandum) setting a construction and life-cycle cost ceiling of \$150 million.

While the cost ceiling is not necessarily etched in stone and remains subject to a larger political process, the \$150 million ceiling may in fact serve as a legitimate guide to arrive at those alternatives that may be financially feasible. In our review, it turned out that the most expensive alternatives (most of those over \$150 million) were coincidentally often those that produced the fewest travel time benefits and had the greatest negative environmental and neighborhood impacts. In any event, in the absence of other guidance, planning staff has operated under the assumption that this cost ceiling does constitute public policy and arrived at a set of alternatives that respected it. This produced an initial "first cut" that trimmed the following 11 alternatives:

- All Pennock Island alternatives;
- All tunnel alternatives;
- One of the two low-level bridges (D2-moveable bridge); and
- Four of the six high level bridges (A, B, C1 and C2).

This left eight options in place for further consideration:

- The low level bridge (Option D1);
- Two high level bridges (Options C3 and C4);
- Four ferry options (Options G1, G2, G3 and G4); and
- One no-action option.

Planning staff then reviewed the four ferry options and analyzed the funding policies associated with their implementation. Perhaps most significant, it became clear that ADOT/PF policy (unless changed) would not provide any financial support for the maintenance and operation of a ferry system. Once again, assuming this fiscal policy to be our doctrine, the costs of operating and maintaining any addition to our existing ferry system became the most significant factor in narrowing the list of ferry options. In fact, it is the planning staff's conclusion that no new ferry terminal or additional ferry route would be financially feasible in the short term. None of the proposed new ferry routes were seen to offer substantial locational benefits over the existing route. The existing ferry service is balanced fiscally in terms of revenues and expenses and, given the present demand for ferry service, this service may be all that the community can afford for the foreseeable future. We concluded that a revised ferry Option G4 was the most logical ferry alternative to include on a short list. Under this choice, the community would expand and improve the existing ferry route as demand and availability of local financial resources made it appropriate. Improvements may include certain services such as baggage handling, improved terminal facilities and vessels and expanded frequency of service.

Finally, as noted in a September 6th Memorandum to the Planning Commission on Alternatives for Access to Gravina Island (also Attachment 1), the planning staff's continuing analysis resulted in the suggestion that one additional option be added to the list of those to receive further consideration. This addition is Option F3, the low-level east channel/high-level west channel bridge via Pennock Island. It should be noted that this option exceeds the cost ceiling stated by ADOT/PF (estimated cost of F3: \$182 million) but may have enough benefits to warrant being included in the list that is to receive further study. The advantages and disadvantages associated with this option are outlined in the above referenced memorandum.

Planning staff concluded that six options deserve further study:

- The low level bridge (Option D1);
- Two high level bridges (Options C3 and C4);
- One ferry option ("revised" Option G4);
- One Pennock Island option (Option F3); and
- One no-action option.

PLANNING COMMISSION RECOMMENDATION

The Planning Commission held two public work sessions in their effort to reach a recommendation to the Assembly on this subject. The Commission carefully considered the planning staff's analyses (summarized above), the testimonies of many individual citizens and the contributions of representatives of ADOT/PF and HDR Alaska. The results of the Commissioners' deliberations was a further narrowing of the list.

Commissioners concurred with planning staff on its premise for narrowing the list to the six alternatives. They, however, chose to recommend not including either the low-level bridge (D1) and the Pennock Island low/high bridges (F3) in their final list.

The Commissioners chose not to recommend advancing Option D1 because of the potential long-term economic impacts to the community of restricting marine transportation within the very waterway (Tongass Narrows) that has been and continues to be Ketchikan's "reason for being." While it is clear that at least large cruise vessels would be restricted from passage, Commissioners felt that it may well be that future marine transportation and ocean shipping may also utilize larger vessels that could be similarly restricted.

The Commissioners chose not to recommend advancing Option F3 because of the possible impacts it might have on vehicular traffic through the downtown area and resultant inconvenience of access to many Ketchikan residents. This position was reinforced by the likely impacts it would cause the Pennock Island neighborhood which has long voiced opposition to road access.

The Planning Commission's final recommended list (Attachment 1: Resolution No. 2631) includes:

- Two high level bridges (Options C3 and C4);
- One ferry option ("revised" Option G4); and
- One no-action option.

DIRECTION TO STAFF

Planning staff suggests that the Assembly reach its position on this step of narrowing the options at this October 17th joint work session and direct staff to return to the next regularly scheduled meeting on November 6th with an action item for consideration. This would enable the Assembly's contribution to ADOT/PF's interagency team meeting of November 16, at which time ADOT/PF hopes to conclude the list of alternatives that warrant further consideration and forward the list to the Federal Highway Administration for concurrence.

STATE OF ALASKA

DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES

file 07072-144
TONY KNOWLES, GOVERNOR

Southeastern Region
6860 Glacier Highway
Juneau, AK 99801-7999

October 16, 2001

Mr. Georgianna Zimmerle, Borough Manager
Ketchikan Gateway Borough
344 Front Street
Ketchikan, Alaska 99901

Subject: The Gravina Access Project – Schedule Updates

Dear Ms. Zimmerle:

In my last letter to you on July 19, 2001, I outlined a schedule for the upcoming milestones of the Gravina Access Project. At that time, the Alaska Department of Transportation and Public Facilities (DOT&PF) and HDR Alaska, Inc. (HDR) anticipated initiating community discussions on the project alternatives in mid-September. As we approach mid-October, I thought I would share with you the recent project events that have led to schedule delays and outline for you a revised schedule based on the status of our ongoing investigation.

A major component of the Gravina Access Project impact analysis is understanding the effects that the alternatives could have on airspace and floatplane operations. In August, DOT&PF and HDR met with Federal Aviation Administration staff to discuss these issues. The FAA staff members at the meeting determined that the FAA needs to conduct a more extensive analysis of the alternatives to evaluate impacts on aviation. This evaluation has two parts. The first part is to reassess an earlier airspace evaluation to determine the impacts of the current range of alternatives on aviation airspace. This request for airspace evaluation has been submitted to FAA.

The second part is to assess impacts to floatplane operators. DOT&PF and HDR have decided to move forward with an independent analysis assuming a “worst case” scenario (i.e., in which any bridge alternative would eliminate special operating exemptions for floatplane operators when cloud cover creates a low ceiling) to keep the project moving forward. HDR is scheduled to conclude this study in mid-November. We are coordinating with FAA the need to conduct a public hearing in Ketchikan on the issue.

Another major component of the Gravina Access Project impact analysis involves identifying the effects of the project on future development on Gravina Island and determining the secondary and cumulative impacts of the project. We want to make sure that this analysis incorporates the most recent thinking on the Gravina Island Development Plan and can't complete the analysis until we get more details on the plan from the Borough. We understand from Borough staff that an initial draft of the document may be available within the next month for our use.

Mr. Georgianna Zimmerle
October 16, 2001
Page 2

Other ongoing technical studies include the economic impact analysis, traffic analysis, navigation studies, natural resource investigations, and analysis of impacts to the social environment. Because these technical studies will form the basis for community decision-making, we have been carefully reviewing the analyses and in some cases expanding the analyses to ensure that they provide a complete assessment of project impacts. This also requires close coordination among all team members to ensure that the assumptions used in the analyses are consistent throughout. As a result of this careful and thorough approach, some of the ongoing technical studies have taken longer than anticipated, which has affected the overall project schedule.

Once the technical studies are completed and a summary document prepared, the information will be distributed to the community and community leaders for use in promoting discussion of a "community-preferred" crossing alternative.

Our revised schedule for initiating the community discussion on the Gravina Access Project is as follows:

Project Development Team (PDT) Meeting	January
Presentation of Reports and DOT&PF Recommendation to Ketchikan Borough Assembly	mid-February
Public/Joint Assemblies Information Meeting (#1)	early March
Public/Joint Assemblies Discussion Meeting (#2)	late March
Borough Assembly Resolution Identifying "Community-Preferred Alternative"	April

I appreciate your interest in the Gravina Access Project. Please feel free to call me if you have any questions or need more details concerning the project and project schedule. I can be reached at 465-1821.

Sincerely,



Roger Healy, P.E.
Engineering Manager

Cf: Mark Dalton, HDR Alaska, Inc.

STATE OF ALASKA

DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES

TONY KNOWLES, GOVERNOR

Southeast Region
6860 Glacier Highway
Juneau, AK 99801-7999

November 20, 2001

Georgianna Zimmerle, Manager
Ketchikan Gateway Borough
344 Front Street
Ketchikan, AK 99901

Subject: Gravina Access Project

Dear Ms. Zimmerle:

I wanted to update you on our progress with the Gravina Access Project. As you know, the Alaska Department of Transportation and Public Facilities is moving forward with the preparation of an evaluation of the remaining Gravina Access Project alternatives. Our original intent, as stated in my October letter to you, was to distribute the alternatives evaluation for review and comment in early January. We now expect to release the alternatives evaluation document and the associated technical reports, during the week of December 17th. The Department will identify its recommended alternative in conjunction with a planned meeting of DOT&PF officials in Ketchikan that same week. Commissioner Perkins will be in Ketchikan to make the announcement.

This information is being distributed so that local elected officials, city and borough staff, citizens, and other interested parties can review the information with the Department's recommendation in mind. Our desire is for the Ketchikan community to weigh carefully the evaluation document, the technical reports, and the Department's recommended alternative.. We want to support the Borough's review similar to the previous review process that lead to the reduction of the original 18 alternatives. We expect that this two to three month community review process will culminate with a Borough Assembly resolution indicating the community's concurrence in the recommendation or a different alternative.

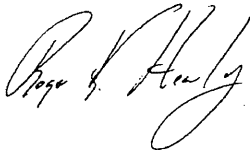
At the same time we release the alternatives evaluation, we plan to distribute the information to the Gravina Access Project Development Team for their review. A meeting of the PDT is planned for mid-January for PDT input. We also intend to conduct a public open house for the community to meet with DOT&PF and consultant staff and learn more about the technical work. We would like to schedule a joint meeting of the Borough Assembly, Ketchikan City Council, and Saxman Council for the end of January or early February to respond to questions and comments about the technical work.

Two months after the Department's announcement (late-February), we hope to return to meet with the Borough Assembly to secure a resolution indicating the Borough's preference for improving access between Revilla Island and Gravina Island. The Borough resolution will help the Department begins preparation of the draft environmental impact statement, planned for release by early summer. That document will have a separate agency and public review process at that time.

We hope to release a newsletter in December explaining in more detail the results of the alternatives evaluation. If you or your staff have thoughts about what information should be presented in the newsletter we welcome your comments. We will provide a draft of the newsletter to you shortly for review.

We welcome any comments you have about the Gravina Access Project.

Sincerely,

A handwritten signature in black ink, appearing to read "Roger Healy". The signature is fluid and cursive, with the first name "Roger" and last name "Healy" clearly distinguishable.

Roger Healy, P.E.

Cf: Jack Shay, Ketchikan Gateway Borough Mayor
Bob Weinstein, City of Ketchikan Mayor
Daniel Williams, City of Saxman Mayor
Joe Perkins, DOT&PF Commissioner
Mark Dalton, HDR

STATE OF ALASKA

DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES

DIVISION OF DESIGN AND ENGINEERING SERVICES
SOUTHEAST REGION - DESIGN

TONY KNOWLES, GOVERNOR

6860 GLACIER HIGHWAY
JUNEAU, ALASKA 99801-7999
PHONE: (907) 465-4428
FAX: (907) 465-4414

August 16, 2001

Re: Gravina Access Project
Project No. 67698

Georgianna Zimmerle, Borough Manager
Ketchikan Gateway Borough
344 Front Street
Ketchikan, Alaska 99901

Dear Ms. Zimmerle:

As discussed over the telephone, I intend on making a brief presentation at the August 20th Ketchikan Borough Assembly meeting for the purposes of updating the Assembly members on the Gravina Island Access project. I would like to answer any questions that arise. In preparation for that meeting, I prepared this letter for your information.

Scope

In February 2001 Department staff outlined the process for identifying a preferred alternative in the Draft Environmental Impact Statement (DEIS). Our intent was to complete nearly all of the impact studies required of the DEIS, review those, and present that information along with a Department recommendation to the Ketchikan community before writing the DEIS. We are keeping to that plan.

In October, the Department will deliver all impact studies completed to date, a summary report, and a Department recommendation. After completing a two-month public discussion/information process, the Department's goal is to have resolutions by the Ketchikan Assemblies' identifying one recommended alternative. In December, the project team will begin writing the Preliminary DEIS (PDEIS) with one preferred alternative identified. The PDEIS should be completed and distributed to agencies by late January.

Schedule

The Department intended on delivering the studies, summary report, and recommendation to Ketchikan in the July-August period. We now find that date has slipped to October. Several of the studies are taking longer than anticipated. Rather than deliver the studies piecemeal, I decided to await their completion before proceeding.

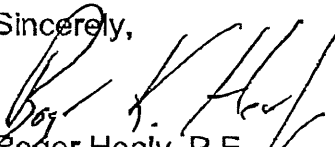
Georgianna Zimmerle
August 16, 2001
Page 2 of 2

Budget

The Department has expended approximately \$4.4 million of the original ~\$21 million appropriation. To date, consultant expenses or encumbrances account for approximately \$3.6 million of the \$4.4 million spent.

I look forward to seeing you on Monday, and if you have any questions in the meantime, please don't hesitate to contact me at 465-1821.

Sincerely,



Roger Healy, P.E.
Engineering Manager

Memorandum



To: Ketchikan Gateway Borough Assembly

Date: March 15, 2001

From: Roger Healy, Project Manager
Alaska Department of Transportation and Public Facilities

Subject: Gravina Access Project Status and Ongoing Activities

The Alaska Department of Transportation and Public Facilities (DOT&PF) and HDR Alaska, Inc. (HDR) have completed the screening analysis of the Gravina Access Project alternatives and identified Options C3, C4, D1, F3, G2, G3, and G4 (see attached map) as reasonable alternatives recommended for further study in the environmental review process. The next phase of the project involves engineering and other technical studies aimed at refining the design of the reasonable alternatives and characterizing the potential impacts associated with each of the alternatives. This information will be used to facilitate a decision on a preliminary preferred alternative for the project, which will be carried forward in the draft environmental impact statement.

With respect to engineering, HDR will refine roadway designs for the reasonable alternatives, evaluate structural requirements for bridges (including navigational clearances), revise cost estimates to reflect design changes, and assess long-term land use changes. HDR will then conduct technical studies of each of the alternatives including:

- Traffic Impact Assessment. Using traffic forecasts covering the 20-year planning horizon, this assessment will examine the effects of each of the alternatives on Tongass Avenue traffic in downtown Ketchikan (Water Street to Deermount), South Tongass (Deermount to Saxman), and North Tongass (Water Street to Signal Road).
- Historic and Archaeological Resources Survey. The HDR team will conduct a reconnaissance survey to determine whether the alternatives would affect cultural or historic sites.
- Aviation Impacts Analysis. HDR will investigate the potential impacts of the alternatives on aviation at Ketchikan International Airport, including how the proposed alternatives could affect approved and proposed plans for the airport. The analysis will also investigate impacts for seaplane operators on Tongass Narrows.
- Marine Navigation Analysis. HDR will assess the potential impacts of each of the alternatives on marine navigation in Tongass Narrows and other marine travel routes that may be affected by the project. Projections of future traffic volumes will be used to characterize marine traffic congestion in the Ketchikan cruise port and approaches. Effects on schedule and operating costs will be included in the analysis.
- Evaluation of Impacts to the Social Environment. HDR will investigate the impacts of the alternatives on neighborhoods, social groups, community character, travel patterns, public services, and businesses.



Memorandum



- Assessment of Relocation Impacts. HDR will identify relocations required by each of the alternatives.
- Assessment of Economic Impacts. This assessment will include an examination of the economic effects of displacement of people and buildings, construction activities, changes in property values, changes in cruise ship operating patterns, etc. The assessment will also include a benefit-cost analysis.
- Assessment of Airport Impacts. HDR will evaluate the direct and indirect impacts of the alternatives on the airport and its ability to deliver services to airport travelers, tenants, employees, and carriers.
- Secondary and Cumulative Impacts Analysis. This analysis will address those impacts resulting from development that would occur on Gravina Island as a result of the improved access from Revilla.
- Visual Quality Impact Assessment. The HDR team will examine the effects of the alternatives on visual quality from key viewpoints using perspective illustrations derived from digital and traditional media.
- Hazardous Wastes Study. HDR will identify sites recommended for Phase I Hazardous Waste Site Investigation.
- Assessment of Impacts to the Biological Environment. This study will characterize the effects of the alternatives on wetlands, wildlife, and threatened and endangered species.

The HDR project team has initiated work on the engineering of the alternatives and on the technical studies. These efforts will continue through May. The results will be compiled and summarized in an Evaluation of Build Alternatives Report, which will be distributed to the Assembly and available to the public in early summer. We intend to hold meetings with the Assembly and the public in July and August to discuss the results of our analysis. The Department intends to identify an engineering preferred alternative at that time. Based on the report findings, your input, and input received from the public, we will decide on a preliminary preferred alternative for the Gravina Access Project and analyze that alternative and the others in the draft environmental impact statement, which we intend to begin in the fall of 2001.

We will keep you apprised of our progress over the next few months. Please feel free to contact me (907-465-1821) or Mark Dalton at HDR (907-586-9833 in Juneau or 888-520-4886 outside of Juneau) if you have any questions or concerns.

Thank you.

Attachment

KETCHIKAN GATEWAY BOROUGH

Office of the Borough Manager • 344 Front Street • Ketchikan, Alaska 99901

Georgianna Zimmerle
Borough Manager
(907) 228-6625
Fax: (907) 247-6625
boromgr@ktn.net

June 6, 2001

Roger Healy, P.E.
Engineering Manager
Alaska Department of Transportation
and Public Facilities
6860 Glacier Highway
Juneau, Alaska 99801-7999

GRAVINA ACCESS PROJECT – REVISIONS TO THE EXISTING LAND USE TECHNICAL MEMORANDUM, JULY 2000

As a follow up to your letter of March 15, 2001 and subsequent presentation to the Assembly on March 19, 2001, I would like to suggest a need for revisions to the Existing Land Use Technical Memorandum dated July 2000 prepared by HDR Alaska, Inc.

The Borough is anxious to move ahead with the preferred alternative portion of this process. We are prepared to assist with the process you outlined in your letter which will result in a recommended access alternative based upon the technical studies now underway. Obviously, the success of this approach will depend upon how well the information is communicated to the public. The conclusions of the technical studies and the Gravina Island Development Plan will examine the range of impacts presented by the current list of seven alternatives. It is our belief that the analysis contained in the Existing Land Use Technical Memorandum dated July 2000 will be a key document in the development and justification of land use policies in the Gravina Island Development Plan.

HDR, Inc., together with the Borough Planning Department, developed the methodology used in the document. While the document adequately summarizes how lands are used for various purposes, the analysis of vacant land in Section 3 needs further clarification on the availability and development suitability of vacant lands. Consequently, I urge that you have HDR prepare the following supplemental work to strengthen the Land Use Technical Memorandum:

Roger Healy

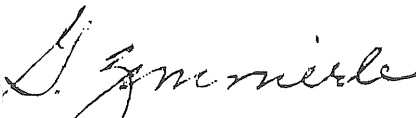
-2-

June 8, 2001

- Tables 3-1 through 3-17 need supporting maps to clarify the location of vacant land and the assumptions regarding their development suitability. Such maps should include criteria such as accessibility, ownership, size, topography, and presently allowed uses. This could be combined with the analysis contained in Table 3-2 which lists allowed uses. Most likely would be a series of maps prepared at an appropriate scale such as 1" = 600'.
- In addition to the map materials, it will be necessary to prepare supplemental analyses regarding development suitability in various parts of the Borough.
- Finally, it is our expectation that the EIS will tie this information to projected community growth needs over the life-cycle of the chosen access alternative.

Thank you for your consideration of this request. This additional work will provide the Borough with better information as we prepare and consider the range of possible land use policies on Gravina Island.

Should you have any questions or comments, please contact Borough Planning at (907) 228-6610.



Georgianna Zimmerle
Manager

c Susan Dickinson, Planning Director

Mark & John

File

RECEIVED

AUG - 3 2000

From the Borough Clerk

ADMINISTRATION

§ 5.31.075

special purposes for which the committee was established have been accomplished.

(Ord. No. 393, § 15, 8-17-81; Ord. No. 712, § 1, 9-18-89; Ord. No. 781, § 1, 11-19-90; Ord. No. 918, § 9, 10-4-93)

Sec. 5.31.075. Public meetings.

(a) *Public meetings defined.* A gathering of members of a governmental body, which includes the assembly, board, commission, committee or other similar body of the borough with the authority to establish policies or make decisions for the borough or with the authority to advise or make recommendations to the borough including a subcommittee or other subordinate unit of the borough if the subordinate unit consists of two (2) or more members, when:

File Copy 07072 - 144

File Topic 1 4.4.2 ☐
File Topic 2 ☐
File Topic 3 ☐
File Topic 4 ☐
File Topic 5 ☐
Chron # ☐

- (1) More than three (3) members or a majority of the members, whichever is less, are present, a matter upon which the governmental body is empowered to act is considered by the members collectively, and the governmental body has the authority to establish policies or make decisions for the borough; or
- (2) The gathering is prearranged for the purpose of considering a matter upon which the governmental body is empowered to act and the governmental body has only authority to advise or make recommendations for the borough but has no authority to establish policies or make decisions for the borough.

(b) *Public meetings opened.* All meetings of the assembly, however designated, and all meetings of any service area board, and any committee, subcommittee, task force, board or commission, established by the assembly, including any subordinate units of the above, advisory or otherwise, shall be open to the public. This section does not apply to:

- (1) Executive sessions convened and conducted as provided in section 5.31.080;
- (2) Meetings of the assembly performing a judicial or quasijudicial function when holding a meeting solely to make a decision in an adjudicatory proceeding including while sitting as a board of equalization or board of adjustment;

- (3) Meetings of the assembly when holding a meeting solely to act upon matters of professional qualifications, privileges or discipline;
- (4) Staff meetings or gatherings of the employees of the borough;
- (5) Meetings held for the purpose of participating in or attending a gathering of a national, state, or regional organization of which the borough is a member, but only if no action is taken and no business of the governmental body is conducted at the meetings.

(c) *Public notice.* Reasonable public notice shall be given for all meetings required to be open under this section. Such public notice shall include the date, time and place of the meeting, and general subject matter of the meeting. The notice shall be posted at a place in the Reid Building designated by the borough clerk which shall be consistent for all meetings.

(Ord. No. 280, § 2, 12-19-77; Ord. No. 727, § 1, 3-5-90; Ord. No. 953, § 1, 1-17-95)

O.B.A.—Public meetings, 72-9; public meetings law, 73-3.

State law reference—Similar provisions, AS 29.23.580, AS 44.62.310.

Sec. 5.31.080. Executive sessions.

(a) *Definition.* The term “executive session” means that portion of a public meeting from which the public may be excluded.

(b) *Excepted subjects:*

- (1) The following excepted subjects may be discussed in an executive session:
 - a. Matters, the immediate knowledge of which would clearly have an adverse effect upon the finances of the borough;
 - b. Subjects that tend to prejudice the reputation and character of any person, provided the person may request a public discussion;
 - c. Discussions when sitting as a board of adjustment, board of equalization, or other quasi-judicial body, while making a decision in such adjudicatory proceedings;

KETCHIKAN GATEWAY BOROUGH AGENDA STATEMENT

NO. 98

FILE

07072-1441

4.4.2

MEETING OF November 6, 2000

ITEM TITLE Consideration of Resolution No. 1578 forwarding comments to ADOT/PF regarding narrowing the list of reasonable Gravina Access alternatives deserving further study SUBMITTED BY Planning Department PREPARED BY Stephen Reeve CONTACT PERSON/TELEPHONE Susan Dickinson <i>SD</i> 228-8616 NAME PHONE	REVIEWED BY <input checked="" type="checkbox"/> SD PLANNING COMMISSION <input type="checkbox"/> COMMITTEE <input checked="" type="checkbox"/> SD LEGAL <input type="checkbox"/> FINANCE <input type="checkbox"/> OTHER _____ APPROVED FOR SUBMITTAL <i>J. J. J. J.</i> BOROUGH MANAGER
---	--

SUMMARY STATEMENT

Nineteen alternatives for access to Gravina Island have been the subject of community discussions and of analyses by ADOT/PF and HDR-Alaska since April, 2000. It is now important to reduce the number of alternatives. By focusing attention on a few alternatives, ADOT/PF and HDR will be able to invest resources into a more careful cost/benefit analysis of those few alternatives that represent the most feasible and logical solutions.

At your joint work session with the Ketchikan and Saxman City Councils of October 17, 2000, you heard public comment, reviewed Planning Commission recommendations, received a Planning Department presentation, heard comment from ADOT/PF and HDR representatives and discussed the alternatives with elected leaders from all local political jurisdictions. The packets prepared for that meeting provide summaries of all background information available for your review.

Planning staff concludes that the previous staff recommendations regarding a narrowed list of alternatives best reflect the joint work session's public comments and policy discussions. Planning staff therefore recommends that five options (or their practical variations) deserve further study:

- One low level bridge (Option D1);
- Two high level bridges (Options C3 and C4);
- One Pennock Island alternative (Option F3); and
- One ferry alternative (Option G4).

FISCAL NOTES <input checked="" type="checkbox"/> N/A	EXPENDITURE REQUIRED	AMOUNT BUDGETED	APPROPRIATION REQUIRED
EXHIBITS ATTACHED <input checked="" type="checkbox"/> RESOLUTION <input type="checkbox"/> ORDINANCE <input type="checkbox"/> CONTRACT <input type="checkbox"/> MINUTES <input type="checkbox"/> PLAN/MAP <input type="checkbox"/> REPORT <input type="checkbox"/> LIST <input type="checkbox"/> OTHER			

RECOMMENDED ACTION:

"I move to adopt Resolution No. 1578 recommending to ADOT/PF a narrowed list of Gravina Access alternatives for further study."

KETCHIKAN GATEWAY BOROUGH

RESOLUTION NO. 1578

A RESOLUTION OF THE ASSEMBLY OF THE KETCHIKAN GATEWAY BOROUGH, ALASKA, RECOMMENDING TO THE STATE OF ALASKA DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES (ADOT/PF) A NARROWED LIST OF REASONABLE ALTERNATIVES FOR FURTHER STUDY IN THE GRAVINA ACCESS PROJECT ENVIRONMENTAL IMPACT STATEMENT; AND ESTABLISHING AN EFFECTIVE DATE.

RECITALS

- A. The State of Alaska Department of Transportation and Public Facilities (ADOT/PF), along with its consultant, HDR Alaska, Inc. (HDR), is preparing an Environmental Impact Statement (EIS) to study the impacts associated with improving access to Gravina Island consistent with the requirements of the National Environmental Policy Act (NEPA).
- B. In July, 2000, ADOT/PF and HDR published a Comparison of Alternatives for the Gravina Access Project (GAP) which includes 18 alternatives for improving access to the island and one NEPA-required alternative of no action, for a total of 19 alternatives.
- C. The Comparison of Alternatives included cost factors, purpose and need factors, physical and environmental factors, and transportation factors to aid in an analysis and ranking of the various alternatives.
- D. A reduction of the number of alternatives will enable ADOT/PF and HDR to invest resources into more careful analysis of the possible access options that represent the most feasible and reasonable solutions for improving access to Gravina Island.
- E. It is in the community's best interest to review the Comparison of Alternatives and advise ADOT/PF which alternatives may be removed from further consideration based upon the proposed factors and other criteria deemed relevant by the community.
- F. The Ketchikan Gateway Borough Planning Commission convened work sessions and public hearings on August 29, 2000 and September 12, 2000 to consider the various alternatives and evaluation criteria and to take public comment.
- G. The Ketchikan Gateway Borough Assembly held a public hearing on September 18, 2000 to consider the Planning Commission's recommendation, information on the various alternatives, evaluation criteria, and to take public comment.
- H. The Ketchikan Gateway Borough Assembly held a work session on October 17, 2000 with representatives from the City Councils of Ketchikan and Saxman to discuss the various project alternatives and receive public comment.

RESOLUTION NO. 1578

PAGE 2

I. The Ketchikan Gateway Borough Assembly directed staff to prepare an item for formal Assembly action that would forward a short list of project alternatives to ADOT/PF for further consideration in the project's EIS and to forward the short list to the City Councils of Ketchikan and Saxman for their review and consideration.

NOW, THEREFORE, IN CONSIDERATION OF THE ABOVE FACTS, IT IS RESOLVED BY THE ASSEMBLY OF THE KETCHIKAN GATEWAY BOROUGH, ALASKA, as follows:

Section 1. Alternatives Recommended for Further Study. The following Gravina Access alternatives represent the most reasonable choices for further study based upon their consistency with the project's purpose and need, project costs, potential impacts, and potential funding resources. As such, the Assembly recommends that these alternatives, or their practical variations, should be further considered and analyzed by ADOT/PF in the NEPA process:

1. Alternative C3: Modified High-Level Bridge - Airport Area to Signal Road
2. Alternative C4: Modified High-Level Bridge - Airport Area to Cambria Drive
3. Alternative D1: Low-Level Bridge - Airport Area
4. Alternative F3: High-Level Bridge Over West Channel - Pennock Island
5. Alternative G4: Ferry - Expansion of Existing Service

Section 2. Elimination of Alternatives from Further Study. The following Gravina Access alternatives should be removed from further consideration and analysis in the NEPA process:

1. Alternative A: High-Level Bridge - Refuge Cove Area
2. Alternative B: High-Level Bridge - Peninsula Point Area
3. Alternative C1: High-Level Bridge - Airport Area North
4. Alternative C2: High-Level Bridge - Airport Area South
5. Alternative D2: Low-Level Bridge - Airport Area
6. Alternative E: Tunnel - Jefferson Street
7. Alternative E2: Tunnel - Airport Area
8. Alternative F1: High-Level Cable Stayed Bridge Over East Channel Pennock
9. Alternative F2: Tunnel Under East Channel - Pennock Island
10. Alternative F1: Modified: High Level Bridge/Low-Level West Bridge Pennock
11. Alternative G1: Ferry - Refuge Cove
12. Alternative G2: Ferry - Peninsula Point
13. Alternative G3: Ferry - Downtown

Section 3: The Borough Clerk is directed to forward a copy of this resolution to the Ketchikan City Manager and the Saxman City Administrator,

Section 4: Effective date. This resolution is effective upon adoption.

ADOPTED this _____ day of _____, 2000

RESOLUTION NO. 1578

PAGE 3

BOROUGH MAYOR

ATTEST:

BOROUGH CLERK

Approved as to form:



BOROUGH ATTORNEY

EFFECTIVE DATE:			
ROLL CALL	YES	NO	ABSENT
CONLEY			
COOSE			
LYBRAND			
SALAZAR			
SALLEE			
SARBER			
BURTON			
MAYOR (Tie Vote Only)			
4 AFFIRMATIVE VOTES REQUIRED FOR PASSAGE			



7g

334 Front Street
Ketchikan, Alaska 99901
Phone 907-225-3111
Fax 907-225-5075

To: City Council Members
From: Mayor Weinstein
Subject: Ketchikan Gateway Borough Resolution re: Gravina Access Project
Date: November 9, 2000

Enclosed is a copy of Resolution No. 1578 adopted by the Borough Assembly which narrows the Gravina Access options from nineteen to six as discussed at the joint meeting last month.

Recommended action: That the City Council concur with the resolution.

Post-it® Fax Note	7671	Date	11/22	# of pages	5
To	MARK DALTON	From	CAROL SNEAD		
Co./Dept.		Co.			
Phone #	907-274-2000	Phone #	503-768-3723		
Fax #	907-274-2022	Fax #			

November 16, 2000

UNAPPROVED

Resolution No. 00-1995 - Supporting the Formation of the
Comprehensive Economic Development District in
Southeast Alaska Directed by Southeast Conference -
Mayor Weinstein

UNAPPROVED

Moved by Van Horn, seconded by Coyne that Resolution No. 00-1995 be adopted.

Motion passed with West, Lew Williams, Wingren, Coyne, Steve Williams, Harpold and Van Horn voting yea.

Ketchikan Gateway Borough Resolution Regarding the
Gravina Access Project - Mayor Weinstein

Moved by Wingren, seconded by Steve Williams the City Council concur with the resolution.

Motion passed with Steve Williams, Lew Williams, Van Horn, West, Wingren and Harpold voting yea; Coyne voting nay.

Phase I Recommendation of Alternative Water/Sewer
Rate Structure Review Study - Black & Veatch

Public Works Director Hansen said earlier this year Black and Veatch was authorized to conduct a review of the City's rate structure for sewer and water. He stated two reasons for this is because it is very difficult to establish rates equitable in the commercial areas with the rate structure as it exists, and ascertaining the quantity of water used. Mr. Hansen introduced Karen Johnson of Black and Veatch.

Ms. Johnson gave an overview of the report that was submitted in the packet, and answered questions from the Council. She pointed out several disadvantages of the existing rate structure, and said the study has identified three alternative rate structures for selection, including: Alternative A - uniform metered rates all customers; Alternative B - flat residential and small apartment rates, metered rates all other classes; Alternative C - metered rates for currently metered commercial customers, modified flat rates all other classes. She stated they are recommending Alternative C, as a transition to Alternative A or B until such time as meters are installed. In response to Councilmember Lew Williams, she said the transition time from Alternative C to Alternative B would take two to five years. Ms. Johnson asked for direction as to refining which alternative would be the desire of the Council.

Mayor Weinstein asked if the recommendation of proceeding with Alternative C, progressing eventually to Alternative B was the desire of the Council. There was a general consensus this was the way the Council wished to proceed.

FROM :

NOV 22 '00 12:41PM

FAX NO. :

P.3/5
Nov. 22 2000 11:15AM P1

City of Saxman

2706 South Tongass
Rt. 2, Box 1 — Saxman
Ketchikan, Alaska 99901
(907) 225-6450 Fax
(907) 225-4166

DATE SENT: 11/22/00
TIME SENT: 10²⁰ pm or am

FAX PHONE: (907) 225-6450

TO: HDR, INC

ATTENTION: CAROL

CITY AND STATE: PORTLAND, OR

FAX NUMBER: (503) 768-3737

INSTRUCTIONS OR COMMENTS:

ATTACHED IS AN "UNOFFICIAL" COPY OF THE RESOLUTION THE
SAXMAN CITY COUNCIL APPROVED ON 11/8/00. IT LACKS ONLY
SIGNATURE OF THE CITY CLERK. THAT SHOULD BE ADDED ON/ABOUT
12/2/00.

FROM: TOM FITZGERALD

TITLE: CITY ADMINISTRATOR

Lenth of

Document: Transmittal sheet plus: 2

Telufaxed By: _____

City of Saxman

RESOLUTION # 01 - 11 - 232

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF SAXMAN, ALASKA, SUPPORTING A REDUCTION IN THE NUMBER OF OPTIONS FOR STUDY IN DETERMINING THE PROPER AND MOST COST EFFECTIVE METHOD OF IMPROVING ACCESS TO GRAVINA ISLAND FROM REVILLAGIGEDO, ISLAND

WHEREAS, The City of Saxman is a second class city as defined by Alaska law, and is governed by a City Council elected by the registered voters of the City of Saxman; and

WHEREAS, The Council of the City of Saxman is the municipal governing body who has the authority to represent the City and to act on all matters that concern the welfare of the citizens that live within the municipal boundaries of Saxman; and

WHEREAS, The original number of options offered as solutions to the problem of improving access to Gravina Island was proper and sufficient, after initial study and review that number of options needs to be reduced to those which are economically, ascetically and logically realistic; and

WHEREAS, The City Council has considered the original listing of options and recommends a reduction of that list to include only those options known as the 1: No-Option -option, 2: C3 Modified High Bridge (Signal Rd.), 3: C4 Modified High Bridge (Cambria Rd), 4: D1 Low bridge buy the ferry terminal to the airport, 5: F1, Bridge - Coast guard, Pennock -Gravina -high bridge east channel, low bridge west channel, and 6: G4 Additional ferry; and

WHEREAS, The City Council is of the opinion that it is critical that the will of the pole be reflected in any decision as they are the ones who will live with or without the results of this effort, that this issue after proper study, be brought before the community in the form of a vote whether to commit to the development of such a venture.

THEREFORE BE IT RESOLVED THAT the City Council of the City of Saxman urges the further study of a reduced number of options in the development of improved access to Gravina Island and the development of a method of bringing the question of commitment of the community to the development of the final project by popular vote.

CERTIFICATION:

PASSED AND APPROVED by a duly constituted quorum of the City Council for the City of Saxman on the 8th day of November, 2000.

A handwritten signature in dark ink, appearing to read "Daniel Williams", is written over a horizontal line.

Daniel Williams, Mayor

ATTESTED:

A solid horizontal line, likely representing a signature or official stamp.

Nora DeWitt, City Clerk

KETCHIKAN GATEWAY BOROUGH

RESOLUTION NO. 1578

A RESOLUTION OF THE ASSEMBLY OF THE KETCHIKAN GATEWAY BOROUGH, ALASKA, RECOMMENDING TO THE STATE OF ALASKA DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES (ADOT/PF) A NARROWED LIST OF REASONABLE ALTERNATIVES FOR FURTHER STUDY IN THE GRAVINA ACCESS PROJECT ENVIRONMENTAL IMPACT STATEMENT; AND ESTABLISHING AN EFFECTIVE DATE.

RECITALS

- A. The State of Alaska Department of Transportation and Public Facilities (ADOT/PF), along with its consultant, HDR Alaska, Inc. (HDR), is preparing an Environmental Impact Statement (EIS) to study the impacts associated with improving access to Gravina Island consistent with the requirements of the National Environmental Policy Act (NEPA).
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- E. It is in the community's best interest to review the Comparison of Alternatives and advise ADOT/PF which alternatives may be removed from further consideration based upon the proposed factors and other criteria deemed relevant by the community.
- F. The Ketchikan Gateway Borough Planning Commission convened work sessions and public hearings on August 29, 2000 and September 12, 2000 to consider the various alternatives and evaluation criteria and to take public comment.
- G. The Ketchikan Gateway Borough Assembly held a public hearing on September 18, 2000 to consider the Planning Commission's recommendation, information on the various alternatives, evaluation criteria, and to take public comment.
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RESOLUTION NO. 1578

PAGE 2

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Section 1. Alternatives Recommended for Further Study. The following Gravina Access alternatives represent the most reasonable choices for further study based upon their consistency with the project's purpose and need, project costs, potential impacts, and potential funding resources. As such, the Assembly recommends that these alternatives, or their practical variations, should be further considered and analyzed by ADOT/PF in the NEPA process:

1. Alternative C3: Modified High-Level Bridge - Airport Area to Signal Road
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3. Alternative D1: Low-Level Bridge - Airport Area
4. Alternative F3: High-Level Bridge Over West Channel - Pennock Island
5. Alternative G4: Ferry - Expansion of Existing Service

Section 2. Elimination of Alternatives from Further Study. The following Gravina Access alternatives should be removed from further consideration and analysis in the NEPA process:

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10. Alternative F1: Modified: High Level Bridge/Low-Level West Bridge Pennock
11. Alternative G1: Ferry - Refuge Cove
12. Alternative G2: Ferry - Peninsula Point
13. Alternative G3: Ferry - Downtown

Section 3: The Borough Clerk is directed to forward a copy of this resolution to the Ketchikan City Manager and the Saxman City Administrator

Section 4: Effective date. This resolution is effective upon adoption.

ADOPTED this 6th day of November, 2000

RESOLUTION NO. 1578

PAGE 3


BOROUGH MAYOR

ATTEST:


BOROUGH CLERK

Approved as to form:


BOROUGH ATTORNEY

EFFECTIVE DATE: 11-08-00			
ROLL CALL	YES	NO	ABSENT
CONLEY	✓		
GOOSE	✓		
LYBRAND		✓	
SALAZAR	✓		
SALLEE	✓		
SARBER	✓		
BURTON	✓		
MAYOR (Tie Vote Only)			
4 AFFIRMATIVE VOTES REQUIRED FOR PASSAGE			

KETCHIKAN GATEWAY BOROUGH

Office of the Borough Manager • 344 Front Street • Ketchikan, Alaska 99901

Georgianna Zimmerle
Borough Manager
(907) 228-6625
Fax: (907) 247-6625
boromgr@ktn.net

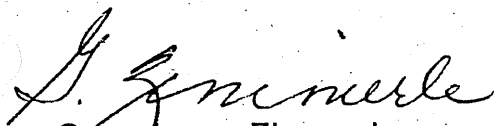
October 3, 2000

Tom Fitzgerald
City Administrator
City of Saxman
Rt 2 Box 1-Saxman
Ketchikan, AK 99901**GRAVINA ACCESS DEVELOPMENT PROJECT - WORK SESSION**

The Borough Planning Department is working with Roger Healy of DOT/PF and Mark Dalton of HDR to arrange a work session for the governing bodies on the Gravina Access Development Project. I believe Associate Planner John Hill has been in touch with the various interested parties including your office to coordinate a further review process. At this time a work session is planned for 6:00 p.m., Tuesday, October 17, 2000 at the Ted Ferry Civic Center. Please extend an invitation to your Council to participate in the meeting.

Following discussion at the Assembly's consideration of the alternatives on September 18, 2000, it was clear that further review is warranted. In response to the Assembly's discussion, a newspaper insert will be prepared and published in the Ketchikan Daily News that summarizes the alternatives and some of the issues and costs associated with each. In addition, Borough staff will prepare some background materials and summary information on the project and distribute these items to the Assembly and Councils on Thursday, October 12.

At the work session, Planning Staff, HDR Consultants and ADOT/PF Staff will provide a project overview and summarize discussion of the project to date including the Planning Commission's recommended short list. They will also be available to answer questions.


Georgianna Zimmerle
Borough Manager

KETCHIKAN GATEWAY BOROUGH

Office of the Borough Manager • 344 Front Street • Ketchikan, Alaska 99901

Georgianna Zimmerle
Borough Manager
(907) 228-6625
Fax: (907) 247-6625
boromgr@ktn.net

September 29, 2000

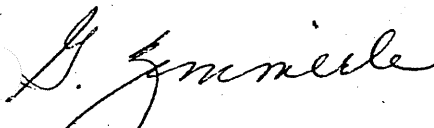
Karl Amylon
City Manager
City of Ketchikan
334 Front Street
Ketchikan, AK 99901**GRAVINA ACCESS DEVELOPMENT PROJECT - WORK SESSION**

By way of formal response to your letter of September 8, 2000, the Borough Planning Department is working with Roger Healy of DOT/PF and Mark Dalton of HDR to arrange a work session. I believe Associate Planner John Hill has been in touch with the various interested parties including your office to coordinate a further review process. At this time a work session is planned for 6:00 p.m., Tuesday, October 17, 2000 at the Ted Ferry Civic Center.

Following discussion at the Assembly's consideration of the alternatives on September 18, 2000, it was clear that further review is warranted. In response to the Assembly's discussion, a newspaper insert will be prepared and published in the Ketchikan Daily News that summarizes the alternatives and some of the issues and costs associated with each. In addition, Borough staff will prepare some background materials and summary information on the project and distribute these items to the Assembly and Council on Thursday, October 12.

At the work session, Planning Staff, HDR Consultants and ADOT/PF Staff will provide a project overview and summarize discussion of the project to date including the Planning Commission's recommended short list. They will also be available to answer questions.

I certainly appreciate the City's sponsorship of the meeting space to conduct this work session.


Georgianna Zimmerle
Borough Manager

OCT - 2 2000

KETCHIKAN GATEWAY BOROUGH

Department of Planning and Community Development
344 Front Street • Ketchikan, Alaska • 99901

Susan Dickinson, Director
Telephone 228-6610
FAX 247-8439
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MEMORANDUM

TO: Members of the Planning Commission

FROM: Stephen Reeve, Principal Planner and John Hill, Associate Planner

SUBJECT: Narrowing the Alternatives for Access to Gravina Island

DATE: August 24, 2000

The identification and preliminary assessments of alternatives for access to Gravina Island have been completed and distributed to you in draft form. Nineteen alternatives have been the subject of community discussion and of analyses by the Alaska Department of Transportation & Public Facilities (ADOT/PF) and HDR Alaska, Consultants, as part of their preparation of the required Environmental Impact Statement.

In order to further analyze alternatives for this important decision, it is now essential to reduce the number of alternatives. By focussing attention on four to six alternatives, ADOT/PF and HDR will be able to invest resources into more careful analysis of those few alternatives that represent the most feasible and logical solutions. This will also enable the community to more fully discuss the choices and make recommendations as to the best alternative.

As the lead agency for this undertaking, ADOT/PF will conclude its analyses with a short list of alternatives that deserve further consideration and will recommend this list to the Federal Highway Administration (FHWA), the project's fiscal sponsor. In order to assure full community contribution to the decision-making process, it is important to make our voices heard at opportune moments. This is one such time. The Planning Commission and the Borough Assembly should invite public comment and deliberate on the community's priorities in order to narrow the field of acceptable access solutions that best reflect the community's needs and priorities.

At your meeting of August 29, 2000, you will hear public comment on how to narrow options and you will have the opportunity to question and hear from representatives of ADOT/PF and HDR. The essential objective for the Planning Commission, at this stage of the process is to determine which of the nineteen alternatives are not reasonable and should be dropped from further consideration in order to facilitate a more comprehensive and careful analysis of the four to six "lead" alternatives. It is not to debate whether a "hard link" is necessary at all nor to reach some conclusion as to a preferred alternative. Upon concluding how best to narrow the field of options, you then may wish to prepare your findings in the form of a recommendation to the Borough Assembly.

The purpose of this staff report is to assist the Commission to reach its decision and prepare a recommendation to the Assembly by: 1) providing the staff's initial perspective on the analytical work to date and 2) suggesting a very tentative slate of fourteen access alternatives that may not deserve further consideration. While not all information is in place and important policy calls have yet to be made with respect to investment ceilings, project financing and maintenance responsibilities, enough is known to begin the necessary step of withdrawing alternatives from the list for further study.

Planning staff suggests that the Commission reach its position on this step of narrowing the options no later than its regular meeting of September 12, 2000 and that its recommendation be made available for Borough Assembly consideration by the regular Assembly meeting of September 19. This would enable both the Commission's and the Assembly's contribution to ADOT/PF's interagency team meeting of September 23 at which time ADOT/PF hopes to conclude the list of four to six alternatives that warrant further consideration.

BACKGROUND

While there will always be some who say that certain alternatives should have been considered, the 19 alternatives selected by ADOT/PF have grown from extensive professional analyses and public discussion over at least two decades. These alternatives represent everything from no change whatsoever to solutions that reach over half a billion dollars in construction and development costs. Some emphasize vehicular travel (the bridges and tunnels) and others encourage a mix of pedestrian, public transport, and vehicles (the ferries). Some would hardly be noticeable on the landscape (the ferries and tunnels) and some would tower over other man-made elements (the high bridges). Most would reduce travel times to the airport and Borough lands on Gravina while others would actually increase them from some locations. Some impact certain neighborhoods, others have very little impact. Some contribute to transportation and land use improvements envisioned in earlier comprehensive plans; others may not. In short, the nineteen alternatives provide more than enough opportunity for discussion about how Ketchikan people want their community to look, function and feel.

In the mix of alternatives, one includes taking no action to improve access (no-build alternative), six are high-level bridge options; two are low level bridges; two are tunnels; four are bridges or bridge/tunnel options that cross Pennock Island; and four are ferry improvement options.

The emphases of ADOT/PF and HDR analytical work to date have been on reviewing and screening these alternatives on the bases of: 1) projected costs; 2) consistency with the 'purpose and need statement' for access to Gravina Island; 3) reasonableness with respect to environmental impacts; and 4) reasonableness with respect to potential transportation-related effects. Details about these screening factors have been provided in the July, 2000 draft "Comparison of Practicable Alternatives" prepared by HDR for

ADOT/PF and earlier distributed to Planning Commissioners. They include:

Cost Factors	Purpose & Need Factors
Total Project Costs	Reliability of Access
Annual Operations & Maintenance Costs	Efficiency & Convenience of Access to Borough and Other Lands on Gravina
Lifecycle Costs	Convenience of "Take-Off" Points from Revillagigedo
Physical Environmental Factors	Convenience of Access to Ketchikan Int'l Airport
Nat Resources Impacts from Construction	Transportation Factors
Nat Resources Impacts from Operation	Marine Navigation Impacts during Construction
Impacts on Subsistence	Marine Navigation Impacts during Operation
Preservation of Public Park & Recreation Lands, Scenic Areas, etc.	Aviation Impacts during Construction
Impacts to Land Use/Community Facilities	Aviation Impacts during Operation
Aesthetics (Visibility of Proposed Structures, Compatibility, etc.)	Vehicular Traffic Impacts during Construction

Preliminary findings of many of these analyses have been presented for public discussion in Ketchikan. Work continues on the screening analyses of all alternatives, and representatives of ADOT/PF and of HDR will be on hand to update you at your August 29th meeting.

It must be noted that not all analytical work has been completed by the consultants and not all policy decisions have been made. Perhaps most significantly, the financing "envelope" remains unclear. To date, no ceiling has been placed on either the overall cost of construction or on the cost of operations and maintenance (O & M). And as of the time of writing this report, it remains unclear as to how much and where the local match of construction and O & M costs is to come from. This information will be important in concluding the decision to narrow the number of options, and it will be important for local government to impress upon ADOT/PF the need to work with local representatives to quickly determine the answers to these policy questions.

The process of narrowing access alternatives is complex. It simultaneously demands consideration of individual project benefits and costs and consideration of how specific alternatives fit into previously approved plans for transportation and land use. In some cases, individual access alternatives require better definition of development objectives, such as those that will be included in our present work to prepare the Gravina Island Plan. Development plans for Revillagigedo Island may require amending as well, especially with respect to residential and commercial development locations and the relationship of access alternatives to the planned secondary route. An important challenge for the Planning Commission will be to not preclude access options that may potentially serve this evolving understanding of how we want Gravina and affected areas of Revillagigedo to develop.

NARROWING THE FIELD OF ALTERNATIVES

The following discussion may facilitate the Planning Commission's deliberation on the narrowing of access alternatives. It is offered without the benefit of a completed analysis and definitive policy decisions by ADOT/PF with regard to such issues as construction, O & M and life-cycle cost ceilings, local matching costs on project development and operations, and other financing policies. Planning staff suggests, however, that enough is known to begin deliberations that will ultimately narrow the alternatives. It is expected that HDR will be prepared to brief the Commission at the August 29 meeting on its latest findings and that ADOT/PF will come prepared to articulate some of the key policies mentioned above. Armed with this discussion paper, the attached supporting materials, the Commission discussions to date, and the offerings of the public, HDR and ADOT/PF at the Tuesday night meeting, the Commission will be prepared to move towards a recommendation to the Assembly with respect to which alternatives should receive further consideration.

The screening factors used by HDR in its analyses of alternatives (see above) include most of the issues that would be of concern to Ketchikan citizens. The attached "Comparison of Practical Alternatives," supplemental project cost summary and supplemental travel time analysis—all prepared by HDR—provide important comparative information for reference by Planning Commissioners.

In considering these screening factors and narrowing the list of alternatives, it might be important to refer to what is generally accepted as the "purpose of and need for action" statement—as prepared by the project development team and as concurred with by the federal (FHWA) and state (ADOT/PF) transportation agencies. It reads as follows:

Purpose: The purpose of this project is to improve surface transportation between Revillagigedo Island and Gravina Island.

Need: The need for improving access is threefold:

- * To provide the Ketchikan Gateway Borough and its residents more reliable, efficient, convenient, and cost-effective access for vehicles, bicycles, and pedestrians to Borough lands and other developable or recreation lands on Gravina Island in support of the Borough's adopted land use plans.
- * To improve the convenience and reliability of access to Ketchikan International Airport for passengers, airport tenants, emergency personnel and equipment, and shipment of freight.
- * To promote environmentally sound, planned long-term development on Gravina Island.

The Planning Commission may wish to use this purpose and need statement to guide the discussion of narrowing access options.

While no attempt has been made to set priorities or rank which of the screening factors are the most important, the planning staff carried out an internal exercise that judged each of the alternatives across all of the ADOT/PF screening factors. In addition, the staff

considered several distinctly local screening factors (neighborhood impact and relationship to community plans).

Cost Factors

From a construction and project development cost point of view, the alternatives ranged from 0 to \$553 million. If one were to assume an arbitrary ceiling of \$150 million (there has been indication that ADOT/PF is considering a ceiling of \$150 million in construction costs), the following access alternatives drop off the list:

- All Pennock Island alternatives;
- All tunnel alternatives;
- One of the two low-level bridges (D2-moveable bridge); and
- Four of the six high level bridges (A, B, C1 and C2).

From the point of view of a 50-year total life-cycle cost (the overall cost for a project during its lifetime, including initial construction costs and operating and maintenance costs) within an arbitrary ceiling of, say, \$150 million, the same list of access alternatives would be withdrawn.

Either assumption would eliminate 11 of the 19 alternatives. If, however, certain modes enable more complete federal or state funding of construction or O & M costs (i.e., reduced local match), this list would deserve further refinement.

Travel Time and Convenience of Access Factors

The purpose and need factors include reliable, efficient and convenient access to various destinations on Gravina from various locations on Revillagigedo for vehicles, bicycles, and pedestrians (see above statement on purpose and need). In the HDR analysis, travel times from various Revillagigedo jumping off points to various Gravina destinations (the airport and Borough and private lands) were estimated for vehicles, pedestrians and bikes. The travel times saved over no action vary according to location: for vehicles from the ferry terminal to the airport, the maximum time saved by any alternative is 16 minutes; from downtown Ketchikan, it is 17 minutes; and from Saxman, it is 19 minutes.

In general, centrally located (near the community's center of population) bridge and tunnel options provide the best vehicle travel times. Only two centrally located ferry options improve travel times over the no-action alternative for pedestrians. Centrally located bridge, tunnel and ferry options provide the best travel times for pedestrian and bike modes.

For much of the community living and working north of the downtown, the Pennock Island alternatives lengthen travel times over no action. For those south of downtown, the high-level, northernmost bridge solutions begin to reduce convenience. This is especially true for bicyclists and pedestrians. The ferry alternatives, in general, produce longer travel times for vehicles than most of the hard link alternatives.

While the travel time analyses provide some basis to arrive at narrowing decisions, travel time alone is not likely to be a principal reason to change the list of those not reaching the "finals" as per cost ceilings.

Physical Environmental Factors

Review of the physical environmental factors led the planning staff to several conclusions regarding the narrowing of access alternatives:

- The no-action and ferry options had the least impact on natural resources and several Pennock bridge options and the high-level bridge options to the north had the most impact. Most of the alternatives compromise natural resources in one way or another due to the location on Tongass Narrows. As such, it is not expected that natural resource impacts will be a deciding factor;
- Aside from the archeological resources on Pennock (the burial grounds) and potential impacts to several historic properties, the Section 4f Properties screening factor (parks, historic resources, etc.) would not be a deciding factor on narrowing the list of alternatives;
- The aesthetic screening factor might very well argue against the high-level bridge options (this always depends on the eye of the beholder) due to their dominating physical presence on the landscape (especially those near the city);
- Some alternatives have considerable impact on land use and especially existing residential neighborhoods—the Pennock bridge alternatives could transform that island neighborhood, and certain tunnel, ferry and bridge alternatives directly affect commercial areas and sections of existing neighborhoods on Revillagigedo;
- The high-level bridge option (A) in the Refuge Cove area would impact the privately-owned residences on nearby islands;
- With respect to impacts on natural resources, no alternative can be singled out as producing so many impacts that it should not be further considered; and
- The subsistence screening factor, due to the apparent lack of impacts, is not important to the decision of narrowing alternatives at this time.

Transportation Factors

The fourth category of screening factors relates to impacts on transportation. The HDR study examines impacts to vehicular, marine and aviation transportation during construction and during operation of each alternative. This category articulates several key points:

- Certain bridge options present impediments to shipping through Tongass Narrows—in particular, the fixed low bridge (120' of vertical clearance) would prevent larger cruise ships and other large ships from passage, tunnels, ferries and moveable bridges allow passage;
- Impacts to floatplane operations are significant from all bridge alternatives, especially the high bridges and those located nearest the vicinity of high floatplane traffic levels; certain high bridge alternatives intrude into the airport clear zone.

Until further information is available about the economic and other implications of diverting large vessels around Gravina Island, planning staff would not choose to eliminate the fixed low bridge from further consideration. Likewise, further study of the impacts of a high bridge on aviation are needed before a high-level bridge option should be withdrawn.

In summary, assuming the life-cycle cost ceiling indicated on page 5, recognizing that not all finance-related policy decisions have been made, and considering the above screening factors, a "first cut" would trim 11 of the alternatives:

- All Pennock Island alternatives,
- All tunnel alternatives;
- One of the two low-level bridges (D2-moveable bridge); and
- Four of the six high level bridges (A, B, C1 and C2).

This would leave eight options in place for further consideration:

- The low level bridge (Option D1),
- Two high level bridges (Options C3 and C4);
- Four ferry options (Options G1, G2, G3 and G4); and
- One no-action option.

FURTHER REFINEMENTS TO THE LIST

The Four Ferry Options

Of the four ferry options, two were seen by the planning staff as contributing most directly to the purpose and need statement—in two very different ways. Option G1, the ferry service from Refuge Cove to the northeastern area of Gravina Island, would best advance the stated purpose and need to access Borough lands and other developable or recreation lands on Gravina Island. It would also utilize the planned Lewis Reef Road north of the airport. G1 would also provide a more direct access to Gravina from the area of the community expected to have proportionately more residential development (Refuge Cove to the end of North Tongass). Option G3, the ferry service from a central location near the mall, would advance the stated purpose and need to provide better access to the airport and developable and recreational lands for vehicles, bicycles, and pedestrians. (The central location of this option would more directly serve a variety of modes of travel, including public transit.)

Conversely, Option G2 would serve a Gravina terminal further south than G1 and thereby provide fewer land use and transportation benefits. Its terminal location at Peninsula Point would also less directly serve the growth areas to the north of Refuge Cove. Option G4, the ferry service expanding the existing route, would not diversify the options of location and mode from that of the existing service.

This discussion would suggest that the four ferry options could be reduced to two (G1 and G3). In furthering the analyses of these two options, the land use, traffic and other impacts would be more carefully considered and refinements to routing and siting could be made.

The Two High-Level Bridge Options

Both of the high-level bridge options (C3 and C4) offer similar contributions to the project's stated purpose and need. Their access points and routes on Gravina are virtually identical; only the configuration of their access from the roaded system on Revillagigedo differ. It is planning staff's view that these two options need further analysis with respect to their relationship to the planned secondary route (no analysis of this relationship has yet been carried out) and land use patterns and neighborhoods in the immediately affected areas. Planning staff suggests that this analysis be carried out in the next few weeks and that one of the options be withdrawn from further consideration.

These refinements to the list of ferry and high-level bridge options would result in five options in place for further consideration:

- The low level bridge (Option D1);
- One high level bridge (Either Option C3 or C4);
- Two ferry options (Options G1 and G3); and
- One no-action option.

CONCLUSION

The foregoing analysis summarizes one of many ways the decision to reach a narrowed list of alternatives could be approached. Its purpose was not to make a definitive recommendation to the Planning Commission so much as to provide a starting point for community discussion. There is more information needed before the list of 19 alternatives can be conclusively pared to a "workable" number of solutions. Planning staff expects that public comment at the Commission's August 29th meeting, together with the participation of ADOT/PF and HDR representatives, will fill in many of the informational gaps and that Planning Commission members will soon be able to reach conclusions on the information presented.

From our work to date, it is clear that the most critical information needed now is to come to reality about available finance for costs of construction and operations and maintenance, and the terms of that finance. Another piece of information that deserves more planning study in the ensuing weeks is the relationship between the Gravina access alternatives and the transportation/land use network on Revillagigedo island. In the analytical materials prepared to date, insufficient attention is paid to a comprehensive transportation solution, i.e., the linkages between the access alternatives and the approved secondary route, other modes of transportation including public transit, and residential growth areas of the Borough. And as indicated earlier, it will also be

important to consider the access alternatives in the context of the directions we would like to take for land use development on Gravina.

As the Planning Commission moves to its own conclusions on those alternatives that deserve to be retained for further consideration, it will be important to refer to the project's 'purpose and need statement.' This is the compass for guiding the course. If the statement doesn't reflect our objectives, the Commission should suggest ways of refining it. Each of the alternatives should be weighed against this statement.

C: Planning Director
Borough Manager

Attachments:

Gravina Access Project Cost Summary

Gravina Access Project Travel Times:

- To airport terminal from various Revillagigedo locations
- To Gravina private lands from various Revillagigedo locations
- To Gravina Borough lands from various Revillagigedo locations

KETCHIKAN GATEWAY BOROUGH

Department of Planning and Community Development
344 Front Street Ketchikan, Alaska 99901

Susan Dickinson, Director
Phone: 228-6621 Fax: 247-8439

MEMORANDUM

TO: Mayor Jack Shay and Members of the Borough Assembly
Mayor Dan Williams and Members of the Saxman City Council
Mayor Bob Weinstein and Members of the Ketchikan City Council

THRU: Georgianna Zimmerle, Borough Manager

THRU: Susan Dickinson, Planning Director

FROM: Stephen Reeve, Principal Planner and John Hill, Associate Planner

SUBJECT: Narrowing the Alternatives for Access to Gravina Island

DATE: October 10, 2000

Nineteen alternatives for access to Gravina Island have been the subject of community discussions and of analyses by the Alaska Department of Transportation & Public Facilities (ADOT/PF) and HDR-Alaska, Consultants since April, 2000. It is now essential to reduce the number of alternatives. By focussing attention on a few alternatives, ADOT/PF and HDR will be able to invest resources into more careful analysis of those few alternatives that represent the most feasible and logical solutions. This will also enable the community to more fully discuss the choices and make recommendations as to the best alternative.

At your joint work session on October 17, 2000, you will hear public comment on how to narrow options, you will have the opportunity to question and hear from Borough staff and from representatives of ADOT/PF and HDR, and you will benefit from joint discussion with the elected leaders from all local political jurisdictions. It will then be important to determine which of the nineteen alternatives are not reasonable and should be dropped from further consideration in order to facilitate a more comprehensive and careful analysis of the remaining "lead" alternatives. It will not be to debate whether a "hard link" is necessary nor to reach some conclusion as to a preferred alternative.

Upon concluding how best to narrow the field of options, several courses of action are possible. As a Borough Assembly work session, no formal action may be taken, however, the Assembly may wish to direct staff to prepare findings in the form of a recommendation to the ADOT/PF. Similarly, the Ketchikan City Council and Saxman City Council may wish to provide advice to the Borough Assembly at this joint meeting in order to reach a community-wide recommendation or, alternatively, they may wish to prepare their own independent findings and recommendations.

The purpose of this staff report and the attached tabbed materials are to assist your three bodies to reach decisions and prepare a recommendations to the ADOT/PF by: 1) providing the staff's perspective on the analytical work to date; and 2) providing the Planning Commission's position on narrowing the field of options. While not all information is in place and important policy calls have yet to be resolved with respect to

investment ceilings, project financing and maintenance responsibilities, enough is known to begin the necessary step of withdrawing alternatives from the list for further study.

You will find attached several important background documents:

1. Planning Commission agenda statements, minutes and Resolution No. 2631;
2. Scoping Summary Report, June, 2000 supplement;
3. Alternative Cost Summary and Local Cost Estimates;
4. Comparison of Practicable Alternatives, July, 2000;
5. ADOT/PF Memorandum regarding cost ceilings;
6. Public Correspondence;
7. Newspaper Insert; and
8. Alternatives Map, May, 2000.

INITIAL PLANNING DEPARTMENT CONCLUSIONS

Within Attachment 1, an August 24th memorandum from the Planning Department to the Planning Commission outlines suggestions for narrowing the field of access options and provides a summary of the analyses carried out to date of the nineteen alternatives. These analyses have included cost, travel times, convenience of access, marine transportation and aviation impacts, etc. In addition, a policy guideline was issued by ADOT/PF (see Attachment 5: August 29th ADOT/PF internal memorandum) setting a construction and life-cycle cost ceiling of \$150 million.

While the cost ceiling is not necessarily etched in stone and remains subject to a larger political process, the \$150 million ceiling may in fact serve as a legitimate guide to arrive at those alternatives that may be financially feasible. In our review, it turned out that the most expensive alternatives (most of those over \$150 million) were coincidentally often those that produced the fewest travel time benefits and had the greatest negative environmental and neighborhood impacts. In any event, in the absence of other guidance, planning staff has operated under the assumption that this cost ceiling does constitute public policy and arrived at a set of alternatives that respected it. This produced an initial "first cut" that trimmed the following 11 alternatives:

- All Pennock Island alternatives;
- All tunnel alternatives;
- One of the two low-level bridges (D2-moveable bridge); and
- Four of the six high level bridges (A, B, C1 and C2).

This left eight options in place for further consideration:

- The low level bridge (Option D1);
- Two high level bridges (Options C3 and C4);
- Four ferry options (Options G1, G2, G3 and G4); and
- One no-action option.

Planning staff then reviewed the four ferry options and analyzed the funding policies associated with their implementation. Perhaps most significant, it became clear that ADOT/PF policy (unless changed) would not provide any financial support for the maintenance and operation of a ferry system. Once again, assuming this fiscal policy to be our doctrine, the costs of operating and maintaining any addition to our existing ferry system became the most significant factor in narrowing the list of ferry options. In fact, it is the planning staff's conclusion that no new ferry terminal or additional ferry route would be financially feasible in the short term. None of the proposed new ferry routes were seen to offer substantial locational benefits over the existing route. The existing ferry service is balanced fiscally in terms of revenues and expenses and, given the present demand for ferry service, this service may be all that the community can afford for the foreseeable future. We concluded that a revised ferry Option G4 was the most logical ferry alternative to include on a short list. Under this choice, the community would expand and improve the existing ferry route as demand and availability of local financial resources made it appropriate. Improvements may include certain services such as baggage handling, improved terminal facilities and vessels and expanded frequency of service.

Finally, as noted in a September 6th Memorandum to the Planning Commission on Alternatives for Access to Gravina Island (also Attachment 1), the planning staff's continuing analysis resulted in the suggestion that one additional option be added to the list of those to receive further consideration. This addition is Option F3, the low-level east channel/high-level west channel bridge via Pennock Island. It should be noted that this option exceeds the cost ceiling stated by ADOT/PF (estimated cost of F3: \$182 million) but may have enough benefits to warrant being included in the list that is to receive further study. The advantages and disadvantages associated with this option are outlined in the above referenced memorandum.

Planning staff concluded that six options deserve further study:

- The low level bridge (Option D1);
- Two high level bridges (Options C3 and C4);
- One ferry option ("revised" Option G4);
- One Pennock Island option (Option F3); and
- One no-action option.

PLANNING COMMISSION RECOMMENDATION

The Planning Commission held two public work sessions in their effort to reach a recommendation to the Assembly on this subject. The Commission carefully considered the planning staff's analyses (summarized above), the testimonies of many individual citizens and the contributions of representatives of ADOT/PF and HDR Alaska. The results of the Commissioners' deliberations was a further narrowing of the list.

Commissioners concurred with planning staff on its premise for narrowing the list to the six alternatives. They, however, chose to recommend not including either the low-level bridge (D1) and the Pennock Island low/high bridges (F3) in their final list.

The Commissioners chose not to recommend advancing Option D1 because of the potential long-term economic impacts to the community of restricting marine transportation within the very waterway (Tongass Narrows) that has been and continues to be Ketchikan's "reason for being." While it is clear that at least large cruise vessels would be restricted from passage, Commissioners felt that it may well be that future marine transportation and ocean shipping may also utilize larger vessels that could be similarly restricted.

The Commissioners chose not to recommend advancing Option F3 because of the possible impacts it might have on vehicular traffic through the downtown area and resultant inconvenience of access to many Ketchikan residents. This position was reinforced by the likely impacts it would cause the Pennock Island neighborhood which has long voiced opposition to roaded access.

The Planning Commission's final recommended list (Attachment 1: Resolution No. 2631) includes:

- Two high level bridges (Options C3 and C4);
- One ferry option ("revised" Option G4); and
- One no-action option.

DIRECTION TO STAFF

Planning staff suggests that the Assembly reach its position on this step of narrowing the options at this October 17th joint work session and direct staff to return to the next regularly scheduled meeting on November 6th with an action item for consideration. This would enable the Assembly's contribution to ADOT/PF's interagency team meeting of November 16, at which time ADOT/PF hopes to conclude the list of alternatives that warrant further consideration and forward the list to the Federal Highway Administration for concurrence.

STATE OF ALASKA

DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES

DESIGN & ENGINEERING SERVICES DIVISION SOUTHEAST REGION DESIGN

4.1.2
TONY KNOWLES, GOVERNOR

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JUNEAU, ALASKA 99801-7799
PHONE: (907) 465-4428
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March 2, 2000

Assemblyman Mike Salazar
PO Box 6918
Ketchikan, AK 99901

Dear Assemblyman Salazar:

Thank you for attending the Gravina Access Project public meeting at the Ted Ferry Civic Center on January 27, 2000. Your input into this project is important, and we appreciate your interest.

Your request for project-related documents was among many that we received during the public meeting. As a Borough Assemblyman, we have provided you a copy of the technical memorandum summarizing marine navigation conditions. (The geotechnical report you requested is pending ADOT&PF review and is not currently available.) Because we have received so many requests, we have made these and other project documents available to the general public at four locations. Project documents can be reviewed and checked out at:

- The Ketchikan project office at 306 Main Street (NBA Building), Suite 312, phone 225-8330
- The Ketchikan Public Library at 629 Dock Street, phone 225-3331
- The Ketchikan Gateway Borough Department of Planning and Community Development at 344 Front Street, phone 228-6610
- The Gravina Access web site at <http://www.gravina-access.com/>

Again, your interest in the Gravina Access Project is appreciated. Please call the project office in Ketchikan (225-8330) or Juneau (907-586-9833), if you have any other project-related questions. Thank you.

Sincerely,



Al Steining, P.E.
Project Manager

AL:rbr

enclosure

STATE OF ALASKA

DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES

TONY KNOWLES, GOVERNOR

December 20, 1999

Dear Property Owner:

The Alaska Department of Transportation and Public Facilities (DOT&PF) is evaluating ways to improve the connection between Revillagigedo and Gravina Islands. To do this, we at DOT&PF and our consultant HDR Alaska are working with area residents, businesses, governments, and Native organizations to identify improvement options, prepare engineering and environmental reports, and select a preferred alternative. Improvement options under consideration include enhanced ferry service, a bridge, a tunnel, or an underwater tube. Potential corridors locations under consideration range from the Ward Cove area to southeastern Pennock Island.

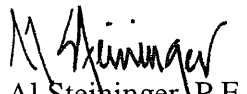
Throughout late 1999 and the year 2000, DOT&PF and its consultants, HDR Alaska and Pentech, will be conducting field studies along improvement option corridors. These studies will allow us to compare the potential impacts of the various alternatives. Our consultants will be looking at such resources as marine organisms, wetlands, fish and wildlife habitats, and archaeological sites. The work will not require more disturbance to property than collection of a few samples of plants or small marine organisms or using a shovel to dig small holes to look at soils.

We request that you allow our consultants access to the undeveloped parts of your property to conduct these studies. If you prefer that they not work on, or cross, your property, please just tell our consultants so, and they will gladly conduct their work elsewhere.

If you would like more information about this request or about the project in general, please call me at 1-907-465-4411. Our consultants can also provide you information about the project; call Mark Dalton at HDR toll-free at 1-888-520-4886 at Mary Klugherz at Klugherz and Associates in Ketchikan at 225-8330. Also watch the Ketchikan Daily News for announcements of public informational meetings.

Thank you.

Sincerely,


Al Steininger, P.E.
Project Manager

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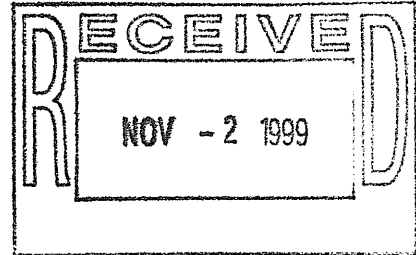
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334 Front Street
Ketchikan, Alaska 99901
Phone 907-225-3111
Fax 907-225-5075

November 1, 1999

Mark Dalton, Project Manager
HDR Alaska, Inc.
712 W. 12th Street
Juneau, Alaska 99801



Dear Mr. Dalton:

Thank you for your prompt delivery of the Gravina Access Project Guide. I would like to reiterate two points I made in our conversation here.

First, I think it would be helpful to brief the City Council on the project when sufficient information exists (including possible alternatives) to make the presentation a meaningful one. Second, it will be important to clearly identify adverse impacts, if any, on city neighborhoods which would result from any alternative under consideration.

I look forward to working with you and your team on this important community project. Should you have any questions, I am available to meet with you or a member of your team at your convenience.

Sincerely,

Bob Weinstein
Mayor

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File Topic 2	7.4.11	<input type="checkbox"/>
File Topic 3		<input type="checkbox"/>
File Topic 4		<input type="checkbox"/>
File Topic 5		<input type="checkbox"/>
Chron #		

cc: City Council
Karl Amylon, City Manager
Al Steininger, DOT&PF, Project Manager



October 25, 1999

The Honorable Mayor Bob Weinstein
City of Ketchikan
334 Front Street
Ketchikan, AK 99901

Dear Mayor Weinstein:

I greatly appreciate your meeting with Duane Hippe, Mary Klugherz and myself last Wednesday, October 20th on the Gravina Access Project. We felt the meeting was very productive and provided us with helpful insights on the community.

Attached is a copy of the Gravina Access Project Guide. The project guide contains a variety of project information that you might find useful. The project guide is a dynamic document which will be updated throughout the course of the project from planning to construction of the selected alternative. You will receive updates as they are prepared.

Please give me a call if you have any questions about this document or the project. Thank you again for your willingness to share your thoughts on this important project.

Sincerely,
HDR Alaska, Inc.

A handwritten signature in dark ink, appearing to read 'M. R. Dalton'.

Mark Dalton
Project Manager

Attachment: Project Guide

✓ Cc: Al Steininger, DOT&PF, Project Manager

STATE OF ALASKA

DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES

DESIGN & ENGINEERING SERVICES DIVISION
SOUTHEAST REGION - DESIGN

TONY KNOWLES, GOVERNOR

6860 GLACIER HIGHWAY
JUNEAU, ALASKA 99801-7999
PHONE: (907) 465-4428
TEXT: (907) 465-4647
FAX: (907) 465-4414

November 3, 1999

Georgianna Zimmerle, Borough Manager
Ketchikan Gateway Borough
344 Front Street
Ketchikan, AK 99901

Dear Ms. Zimmerle:

An important element in the success of the Gravina Access Project (GAP) is effective public involvement throughout each stage of the project. Two documents have been prepared which guide the process of conducting the public and agency outreach. The GAP Public Involvement Plan and the GAP Scoping Plan are attached for your information. The goal of both documents is early participation by the public in the project and predictable and consistent public involvement.

The Public Involvement Plan (PIP) identifies the potentially affected interests, public involvement strategies and methods and a schedule for exchanging information with the public throughout the course of the project. This document is intended to be modified as the public outreach needs change during the project. You will be sent updates of the PIP as they are prepared.

The Scoping Plan identified the initial outreach to the public and local, state and federal agencies for the initial phase of the project. The Scoping Plan is complete and not subject to updates.

We ask that you distribute copies of these documents to Mayor Shay, the Borough Assembly and clerk, and the Borough Planning Commission.

We look forward to working with you on this important project.

Sincerely,



Al Steininger, P.E.
Project Manager

Attachment: as noted

Cc: Mayor Jack Shay
Borough Assembly Members
Borough Planning Commission
Borough Clerk
Mark Dalton, HDR Alaska, Inc.
Anne Brooks, public involvement coordinator

File Copy 07072 - 144

File Topic 1	4.1.2	<input type="checkbox"/>
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File Topic 3		<input type="checkbox"/>
File Topic 4		<input type="checkbox"/>
File Topic 5		<input type="checkbox"/>
Chron #		

McPherson, John

From: Susan Dickinson [ktnplan@ktn.net]
Sent: Wednesday, December 01, 1999 2:10 PM
To: McPherson, John
Subject: Re: K-2020 Issues, goals, objectives

Thanks John. I will give a copy to John and Jonathan. I'm not sure if I'll get a chance to review it before we meet, but perhaps John will. See ya.

Hi to Darcy, et al.:

Also, you'll be getting a call from Brenda at Ketchikan Public Utilities. She wants to talk to you about Microstation. I asked her to contact you. Call me if you have any questions. Thanks.

Susan

> Susan & John,
>
> Attached for your review and comment is a first stab at an issues, goals,
> and objectives paper to begin the discussion for Ketchikan 2020.
>
> See you tomorrow at 10:30.
>
> John McPherson
>
> <<Issues and Goals2.doc>>

File Copy 07072 - 144
File Topic 1 4.7.2 ☐
File Topic 2 4.4.7 ☒
File Topic 3 ☐
File Topic 4 ☐
File Topic 5 ☐
Chron # ☐



October 25, 1999

The Honorable Mayor Jack Shay
Ketchikan Gateway Borough
344 Front St.
Ketchikan, AK 99901

Dear Mayor Shay:

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Please give me a call if you have any questions about this document or the project. Thank you again for your willingness to share your thoughts on this important project.

Sincerely,
HDR Alaska, Inc.

A handwritten signature in dark ink, appearing to read 'M. R. Dalton' with a stylized flourish at the end.

Mark Dalton
Project Manager

Attachment: Project Guide

Cc: Al Steininger, DOT&PF, Project Manager

TONY KNOWLES
Governor



P.O. Box 110001
Juneau, Alaska 99811-0001
(907) 465-3500
Fax (907) 465-3532

STATE OF ALASKA
OFFICE OF THE GOVERNOR
JUNEAU

MEMORANDUM

TO: Joe Perkins, Commissioner
Department of Transportation and
Public Facilities

FROM: Tony Knowles
Governor *Tony Knowles*

DATE: June 5, 1995

SUBJECT: Bicycle and Pedestrian Accommodations

JUN 8 1995

Alaskans deserve the best transportation system possible within our budget. A well-designed, engineered, constructed, and maintained transportation system is key for our health, safety, commerce, tourism, and personal enrichment and enjoyment. As you well know, many considerations go into designing, building, and maintaining an efficient, smoothly functioning highway facility. In addition to providing the best possible system for motorized vehicles, I believe that provisions for pedestrians and bicyclists are integral components of a good transportation system.

It is the policy of this Administration that accommodations for both bicyclists and pedestrians shall be included in the design for all projects, including those under construction, where reasonably possible and shall be constructed where economically feasible. This means that pedestrian and bicyclists' needs will receive full consideration on all transportation projects. It also requires a recognition that our northern climate places additional challenges on us to design and maintain facilities that are usable throughout the year, for example, by providing storage space for snow that does not block or unduly hinder access for bicyclists or pedestrians.

With few exceptions, every road is a potential pedestrian walkway/bicycle way. By fully considering bicycles and pedestrians in our designs, we serve not only them, but motorists as well. Pedestrian and bicycle facilities will often be more successful when separated from the road and buffered by vegetation.

Alaska law has long considered bicycles as vehicles and that, with few exceptions, bicycles may be used on all highways. Pedestrians, too, are permitted along all Alaskan roadways with similar

Joe Perkins, Commissioner

June 5, 1995

Page2

exceptions. By providing bicyclists a place to ride and pedestrians a place to walk, we reduce the chance of conflict with trucks, buses, and autos, and reduce the chance of injury or property damage.

In order to successfully design roads which provide safety for bicycles and pedestrians, the department must work directly with communities and neighborhoods to learn the existing problems, and opportunities for improvement from the community's perspective. I ask that you provide further guidance in implementing this policy. I respect the contributions the Planning and Design personnel have made in the past in creating an excellent transportation system. With your help, as well as the continued support of the Planning and Design staff, we will make it even better.